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ABSTRACT

These four issues of "ACCT Trustee Quarterly" contain articles on topics of current concern to community college trustees. Issue 1, a special issue, focuses on community college relations with the state and federal governments, providing articles on the need for a national employment policy, liaison with Congress, restoring local control, the partnership approach to human resource development, balancing government control, the power and politics of educational policy, the impact of two-year colleges on government, and a glossary of terms relating to governmental contract. Issue 2 presents articles on imperatives in postsecondary occupational education, intercollegiate athletics, business and college collaboration, the role of community colleges in economic recovery, the evaluation of the college president, and future delivery systems in workforce development. Articles on vocational education, the educational implications of high technology, the growing role of community colleges, community college leadership in the 1980's, the development of programs to meet student needs, and insuring educational quality in cooperative education are included in Issue 3. Finally, Issue 4 presents articles concerning marketing, affirmative action, the Putting America Back to Work Project, interinstitutional and international cooperation, the role of trustees, private foundations, and Barstow College's response to financial crisis. (LAL)

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TRUSTEE QUARTERLY

Volume 7 **Number 1** **Winter 1982-83**

SPECIAL ISSUE ON GOVERNMENTAL RELATIONS

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Special Issue On Governmental Relations

INTRODUCTION

Pattie T. Powell, Member ACCT/AACJC Joint Commission
on Federal Relations
Former Chairman, ACCT Federal Relations Committee
Trustee, Dallas County Community College District,
Dallas, Texas

Community colleges suffer from lack of political recognition even though they exist in every state of our nation. They are a potent force and enroll more than half of all freshmen and sophomore students nationally, enhance quality of life for the communities in which they exist, and provide training to produce sophisticated manpower to meet the needs of business and industry.

Legislative activity that affects higher education has long been of great interest to those of us in administrative and polity positions in education. It has been an activity that we left to others that we felt were more skilled and informed.

The funding history of higher education will illustrate just how ineffective we have been in organizing the grass roots power that we are, and in presenting the facts concerning our institutions that would educate those empowered to act, to legislate in our behalf.

Lack of unity both within the states and within the nation has eroded legislative response to local need.

Trustees of community and technical colleges have now become aware that they are in a unique position, as political representatives locally, to influence legislation within their states.

The Association of Community College Trustees and the American Association of Community and Junior Colleges have provided a unified national base for legislative activity in which the voices of two year community and technical colleges can and will be heard.

These assembled articles, each written by an experienced and respected contributor, will provide a great deal of insight into, the lack of political involvement and the inactivity of our past, the status of the legislation that affects higher education today, the possibilities for the future, and suggestions that will enable trustees and administrators to become more skilled and effective spokesmen for the institutions that they represent.

Editor's note: Pattie Powell has served as Guest Editor of this Special Issue of the TRUSTEE QUARTERLY. *It is hoped that community and technical college trustees will use this issue as a handbook on governmental relations. The Dallas County Community College District Foundation contributed to the support of this project.*

Retooling the Workforce: The Need for a National Employment Policy

Governor Pierre S. DuPont IV of Delaware

Editor's note: This article is taken from a speech delivered to the National Press Club, Washington, D.C., on January 18, 1983.

If, as the late Philip Graham suggested, news is the first rough draft of history, I'm not anxious to hear how future historians will view the 1970's and 1980's. Reading the chapters on unemployment will be rough going, for there is disenchantment in the land of plenty.

Today, one tenth of the labor force is out of work. Youth unemployment stands at 25 percent; among minorities it is 36 percent. Unemployment among black teenagers is a staggering 50 percent. All this in a country built on the principles of hope and opportunity.

All this in a country built on the principles of hope and opportunity.

When the 20th Century began, the American workforce was very different than it is today. Nearly half of America's workers earned their living on farms; today only four percent do. The steel industry was in its infancy; the automobile industry did not exist. Computer technology lay two generations away, in the minds of scientists yet to be born. The transformation of our jobs, the movement of our people, the improvements in our skills over the first eighty years of this century have been stunning. But it is entirely likely that the changes recorded in those eighty years will be matched and surpassed by the changes of the final twenty years of this century.

The significance of that projection is overwhelming. It means that all the displacement, all the adjustments, all the technological advances of eighty years will be collapsed into twenty years. While it may be hard to believe that our economic society is going to change that quickly in two decades, consider what has happened already—during just the first two years of that period.

There are one-third fewer autoworkers today than when this decade first began. For the first time in our history more than half the workforce is female. The last black and white television set was produced in America—probably ever—while home computers passed one billion dollars in sales. The same year that an artificial heart is implanted in Barney Clark, the *Washington Star* dies, in part because it could not move papers efficiently from Capitol Hill to Silver Spring, Maryland at 4:00 p.m. Yet Gannett begins a newspaper that is designed for national simultaneous distribution. With all of these changes in just two years, the next eighteen are likely to be exciting, challenging, but also damn tough on all of us.

Everywhere we look there is change, but nowhere is it greater than the technological progress that is reshaping the very fundamentals of the American economy. The national issue of 1983 is whether we are ready to deal with that change. Will we despair in the face of it? Will we resist and deny it, or will we use that change to better the employment opportunities for the people of our nation? The answers may lie in the way we define the problem.

Too often we see the villain as recession. We believe that the recession causes unemployment. We believe the recession is caused by the government. If Washington would just make the recession go away, unemployment would go away too. So our national employment policy is really an economic policy geared entirely to the question of growth.

But if the final fifth of the 20th Century will see as much change as the first four-fifths, then growth is only one part of the employment puzzle. Indeed, Martin Feldstein Chairman of the President's Council of Economic Advisors, pointed out that perhaps half our current unemployment is structural, not growth related. Of course, sustained, adequate growth is essential to expanding employment opportunities, for sound economic policies do create jobs. But what America needs in addition to an economic policy to stimulate real growth, is an employment policy to insure that our people can do the jobs that are created by that growth. After all, a job unfilled is no job at all.

Historically, the focal point for reacting to changes in skill needs in the workplace has been our education system. Each new generation was sent into the marketplace with a set of skills that would serve it usefully for a lifetime of productive employment. But now the skills required for continued employment are changing so rapidly that "one-skill-per-generation" is no longer sufficient.

Consider the plight of the unemployed steelworker in Youngstown. He's forty-two years old. He and his wife have a sixteen year-old daughter who is having trouble finding a summer job. Their eighteen year-old son is proud of his family and wants only to follow in his father's footsteps. But the steelworker's job is unlikely ever to return. Their daughter has not taken enough math or science courses to understand computer technology. Their son has watched the steel mills shut, one by one, losing his motivation to do much of anything. Do our current unemployment programs respond to the needs of this American family? Sadly, the answer is no.

While Americans and Washington have periodically focused on the plight of the family in Youngstown, we are only recently recognizing its solution. It is not just ending the recession. It is not just extending unemployment benefits. The key to solving the problem is training. Recently, President Reagan and Dan Rather, Henry Kaufman and Lane Kirkland, have all spoken of the need for improved training and retraining programs.

When the Speaker of the House took office early in January, he too made the theme of his opening remarks to the 98th Congress the need for jobs—and jobs now. Yet, I fear the Speaker was referring to the jobs of 1933, not the jobs of 1983. If 1933 comes back I know Tip O'Neill will be ready. But his answers, the answers of the Congress, are not the answers for the 80's and 90's. The jobs of tomorrow require new skills and different education than the jobs of yesterday. Traditional depression-age employment programs will do little to impart technical skills to space age workers.

Some estimates indicate that as many as twenty million Americans will need to be entirely retrained in the next ten years as their current skills become almost obsolete. The American Society of Engineers estimates that by 1990 more than half of the workforce on the industrial plant floor will be white collar technicians who are there to maintain the computer and robot systems that are manufacturing our durable products.

Given these immense changes taking place in the American workforce one would expect to see a host of innovative and creative ideas presented to policymakers in the Congress and in the Administration. But the few that are offered up are tired retreads: the old

public works jobs programs that have proven costly, inefficient, and ineffective in providing skills usable in our new labor market; and the building of protectionist walls around our industries that will cost the American consumer more dollars and more jobs, and protect industries from the competition that would stimulate investment and innovation.

With the national unemployment rate approaching 11 percent the past Congress managed to enact an extension of the already extended Unemployment Insurance Benefits, and a five cent gasoline tax on Americans whose average wage is $7.80 per hour, to pay highway repair workers an average wage of $11.80 per hour. Now, that may be a good way to repair roads, but it's clearly not a jobs program.

Neither Congress' attempts to throw money at the problem, or simply waiting for an economic recovery that seems always to be just around the corner is enough. It is time to focus on the development of a single, national employment—as opposed to unemployment—policy that emphasizes training people for permanent employment, instead of only attempting to cushion the severe blow of unemployment.

It's time to focus on prevention as well as remediation. We need a plan that challenges the traditional principles of our patchwork federal unemployment policy. We need a plan that offers both an immediate response for today, and a comprehensive strategy for tomorrow; a flexible system that creates job skills to match job opportunities. It is time to change both the context and the content of the unemployment debate.

To begin with, a comprehensive national employment policy must reach the same level of priority in the eyes of government as national defense, the maintenance of a sound currency and support of a healthy economy. The following four point program would produce an immediate, double barreled assault at both ends of the unemployment line. It would establish training as the centerpiece of governmental action to deal with unemployment, and reorganize government to manage effectively this new national employment policy.

First, for those people currently drawing unemployment benefits and whose jobs will not come back, we should create a **National Employment Assistance Program** that would offer a single package of unemployment benefits, training vouchers and immediate job search and location assistance. For perhaps a million and a half individuals who are now displaced, and many more who will be displaced in the next decade, such a package of employment assistance would be standardized for an equal deal for everyone. But it would be up to the individual to use the opportunities provided to get back to work.

Using some of the funds now allocated to benefit payments beyond thirty nine weeks (Federal Supplemental Compensation benefits), plus additional funding through Title III of the new Job Training Partnership Act, this program would provide a package of opportunity to displaced workers: unemployment insurance to bridge the transition from job to job; retraining to improve personal skills; counseling, job seeking and relocation assistance to move the individual from a lost job to a new job. In 1982, while 10 million people were unemployed there were over one million skilled jobs that were vacant in this nation. We can substantially reduce the number of current and future unemployed if we can begin to retrain people to fill the jobs that are, even today, available.

What would our unemployed steelworker from Youngstown like to do: continue standing in the unemployment line waiting for a recall notice that will never come, or get some training so he can enter a training program leading to employment as a machin-

ist, for example, a skill in which there are 150,000 job openings today? You know the answer as well as I.

Second, a program of immediate relief is clearly needed for those who are on extended benefits, or who have exhausted their benefits, and so would not qualify for the regular program. I would propose a two year, $2 billion emergency program that would provide equivalent assistance on a one time basis to a million individuals in the most dire circumstances.

Third, we must launch a new assault on the front end loading of the unemployment lines that occurs when young people graduate from high school and cannot find or do not have the skills to get a job. An additional $1 billion school-to-work transition program could assist nearly one-fourth of the estimated graduating class of 1985 – perhaps 650,000 youth – who might otherwise become unemployed. I am particularly excited about this approach since as Chairman of just such a program – **Jobs for America's Graduates**, already functioning in eight states – I have personally seen the success of a school-to-work transition program. It is both inexpensive and highly effective. These funds could be made available to local public-private partnerships, or to school districts to extend the reach, capacity and responsibility of our educational system. Such a program might have prevented the 40 percent of our unemployed who are under twenty-four years of age from becoming unemployed in the first place.

The Youngstown steelworker's son provides a good example. For years he has planned to join his father at the steel mill after graduation. But there will be not job waiting there; unless we help him, he will join the army of unemployed youth. We need a program to counsel him, motivate him, and help him find a job in an industry that will be looking for willing and capable young people.

To further help local educational agencies, we must redirect the existing $700 million in federal vocational education funds, supplemented with the existing $300 million in federal economic development assistance funds, to improve the training facilities and programs of our vocational education system. In order to accommodate the massive retraining effort needed over the next decade, the vocational education system must be expanded and strengthened.

The fourth part of the program is the most difficult – yet the most necessary. That is to create a new governmental system at the federal, state and local level that can help organize government programs around the principle of employment.

The matter of reorganizing government to manage an effective employment policy is not simply one of reshuffling bureaucracies. Of course, we could restructure the Department of Labor to manage the new employment policy: bring into the department vocational programs from Education, EDA programs from Commerce, and so forth. But the new economic reality and the need to focus our energies on a national employment policy calls for more.

What is needed is a new management mechanism built on the joint public-private partnership concept born in the Job Training Partnership Act of 1982. The management of the new program would be entrusted to a relatively independent board of private and public sector people able to respond swiftly and effectively to the problems and challenges of unemployment without months of debate and the paralyzing influence of special interests.

Such a **National Employment Investment Board** would be vested with broad authority over employment and training programs. Its members would serve independent, staggered terms, and be drawn from the most senior levels of government

and private sector experience in the fields of economics, business, labor, education and training. The Secretary of Labor would serve as the Chairman of the Board.

Similarly, Congress—where eight committees alone must deal with even minor changes in our Unemployment Insurance system, not to mention dozens more involved in employment and training matters generally—must adapt itself to the new realities of the 1980's. A single **Joint Committee on Employment Policy** of both Houses should oversee the work of the Board, recommending budget allocations, programmatic changes and related actions to the two Houses and the President.

These two structural changes would permit the federal government to streamline its operational mechanisms and play its crucial role in a new employment policy.

Finally, the federal government must provide small partnership grants to help state and local governments prepare their own employment strategies. Many localities have created effective development strategies—North Carolina's Research Triangle, Louisiana's offshore oil industry and Delaware's financial services development are examples. Job creation is often more a local than a national issue, because education, taxation, zoning and transportation policies are frequently decisive in changing stagnation into economic growth. Our unemployed and our jobs are not on Capitol Hill; federal encouragement of state employment programs is, therefore, an important part of a national employment policy.

The case for the approach I have outlined is compelling on several levels. First, it shapes an employment and training role for the federal government marshalling the nation's resources to assist the unemployed by preparing them for new jobs in a changing marketplace. Second, it puts the responsibility to obtain the skills necessary to find a job on the individual, thereby helping people help themselves. Third, it seeks to foster a new relationship between the federal government and the education community by making funds available for school-to-work transition programs and the strengthening of vocational education. Fourth, it acknowledges that the federal government must work in concert with state and local governments to foster effective community economic development programs. Finally, the plan is characterized by an affordable cost—perhaps $3 billion in net new funds in the first year, and less in the future as retrained Americans rejoin the workforce.

But most important, the plan brings a new measure of hope and opportunity to three million Americans in its first year of operation—Americans who desperately need our assistance. It gives the unemployed steelworker from Youngstown retraining and a chance at a new job. It gives his daughter and son the help they will need to compete for jobs in a changing marketplace. It gives that American family the opportunity to make tomorrow better than today.

Simply put, America can no longer afford its current policy of billions for income maintenance and pennies for employment training. Our national employment policy must strive to help individual Americans take full advantage of the opportunities of the 1980's. It demands a new partnership between government, education, labor and business to create in the classroom, on the shop floor, and in the living rooms of Youngstown's steelworkers an employment program to make America's workers employable in tomorrow's marketplace.

You and The Congress

Bonny Franke
Director of Resource Development
Dallas County Community College District
Dallas, Texas

(Author's Note: Most of us usually are too busy – too intimidated? – or too unfamiliar with how things happen to realize that our informed opinions are of value in the Congressional process. We read familiar headlines that tell us "the Senate is Expected to Vote on..." or "Appropriations Cut for..." But when and how does it all happen? The following is an effort to describe very simply a process which is extremely complex.)

You are a "constituent" of two Senators and a Representative in the United States Congress. They expect to hear from you. Be brief and factual. Put your concerns in writing, but don't forget to visit. You can make your personal appointment through their district or state offices. If such offices are not located in your own community, you can call or correspond with their Washington office to let them know when you will be in Washington.

When you write, the addresses are:

Hon. Whomever,
U.S. House of Representatives
Washington, D.C. 20515

Hon. Whomever,
U.S. Senate
Washington, D.C. 20510

Also, it is important that you get to know the Legislative and Administrative Assistants in your Senator's and Congressman's offices.

On particular interests, you should communicate with members of the committee responsible for specific legislation as well as your own Senators and Congressman.

Use carbons if you like. Send the original to the Committee or Subcommittee Chairman. Copies should go to the Ranking Member, your own Congressman, Senators, and key staff members assigned to the Committee or Subcommittee.

Any Member of Congress can introduce a bill, but the work largely gets done in Subcommittees. After a bill is introduced, it goes to the appropriate Committee Chairman who assigns it to the Chairman of the Subcommittee most directly involved with the subject of the bill. Major legislative decisions are prepared at the Subcommittee/Committee levels.

If a bill on higher education is introduced in the House of Representatives, for example, it is referred to the Committee on Education and Labor. The Committee Chairman then refers it to the Subcommittee on Postsecondary Education. The Chairmen decide whether or not the bill will be put on the agenda to be reviewed. Their decision to consider a bill can be overruled by a majority of the committee members, however.

When the bill is considered major, there are usually open-committee meetings and hearings where interested parties are invited to testify. The invitation to give testimony is seldom restrictive, though on popular or controversial bills, the time allotted for hearings may force the Committee to limit the witness list. Often it's an open invitation to any interested party who may wish to give

testimony. Many such parties simply send their statements in to the Chairman with the request that they be made part of the record of the hearings.

On almost any bill on which the Committee expects to act, it will routinely request in advance of hearings the Administration's recommendations. The Congress waits for the Presidential views before it moves on the legislation. This does not mean the Congress will not reject or substantively change the outcome of any given proposal.

The State of the Union Address ordinarily outlines the major components of the Administration's program. Because of this long-standing protocol, legislative hearings often start with witnesses for the Administration. After they have explained, emphasized points or answered questions on the President's programs, public witnesses are heard.

After all the required hearings are held, if a Subcommittee "marks up" a bill, the final "mark up" is the term of reference given the revised bill the Subcommittee adopts and forwards to the full Committee. The full Committee usually supports the Subcommittee's recommendations, but often engages in another refining or "mark up" process.

House bills approved by full Committees go to the Rules Committee, to be put on the House Calendar and scheduled for a vote. If a majority of the House members vote to do so, they can pull a bill out of the Rules Committee to expedite floor action by the full House.

If the House passes a bill, it is referred to the Senate, and vice versa.

Senate bills have much the same cycle through Subcommittees and Committees, but Senate rules are less strict. If a bill is passed by its Committee(s), it goes to the Senate leadership to be scheduled for action by the full body. The leadership has no rule that keeps "riders" off bills, and no limit on debate. A majority vote is required to stop floor debate. Also, debate on a bill does not have to follow the scheduled calendar in the Senate.

Once a Senate bill is passed, it goes to the House. *If* the Senate bill and the House bill are identical, it becomes a joint bill and is sent to the President for his signature or veto. This is rare.

Usually, the two versions are referred to a Conference Committee to reconcile the differences. The Conference Committee is made up of the two full Committee Chairmen and members from each Subcommittee that originally worked on the respective House and Senate versions. The result is a "Conference Report" which goes back to each full body for review and action.

If both the House and Senate approve the bill as reported out of Conference it is sent to the President for his signature or veto. He has 10 days from the day a bill is presented to him to either sign or veto. If the President neither signs nor vetoes, the bill automatically becomes law after 10 days unless the Congress recesses within the 10-day period and there is no Presidential action. This becomes a "pocket" veto.

When the President approves, by signing a bill, its original bill number is replaced by a Public Law number (e.g., the Job Training Partnership Act is P.L. 97-300) and it becomes a part of the "law of the land". When the President vetoes a bill, the Congress can override the veto only by a two-thirds majority vote of *both* the House and the Senate.

Bills are "marked up", reported out, floor debated, fillibustered, sent to Conference, passed, and approved. If they establish programs that require funding, then they

also provide authorization to spend public funds. But the programs in such an Act don't gain a nickel of spending money from the Act itself. Money is provided by *separate* Appropriations bills.

The funding protocol is similar to the legislative protocol. The Executive Branch builds a budget and submits it to Congress each January. The budget bills are considered by the House Appropriations Committee and its thirteen different Subcommittees. For example, most programs in postsecondary education have their budgets (appropriations) handled by the Subcommittee on Education, Labor, and Welfare. The Subcommittee holds hearings on the various programs in its budget field. This is another time to make your needs heard.

The Senate activities are similar. Subcommittee hearings are held prior to approval. The bill is then sent to the Full Committee for discussion, revision and approval. The House and Senate versions go to the Conference Committee where the differences are settled. The Conference Report (the Appropriations Bill) is approved by both bodies and goes to the President for signature or veto. The same two-thirds majority vote is needed by both the Senate and the House to override an Appropriations Act veto as is required for authorization legislation.

Mounting federal deficits have made the budget process, which Congress added to its funding cycle a decade ago, an increasingly dominant phase of that cycle. The House and Senate formed their Budget Committees and created the Congressional Budget Office (CBO) to give Congress its own strong accounting arm, with the expectations that such steps would tighten the funding process, and give the Congress more control over the federal budget and the chronic deficits. The system has not fulfilled expectations. Since 1976, Continuing Resolutions (stop-gap funding acts) have been used more often than formal appropriations acts to keep money flowing into federal agencies. And bickering between the Congress and the Administration over budget priorities has increasingly diverted Congress' time away from other phases of the lawmaking process, including appropriations.

Keep in mind that the authorizing legislation usually sets a funding ceiling for the program when it is enacted. The funding later appropriated for the program is almost always less.

The appropriation enacted for the program is not always automatically spent by the agency responsible for the program. The President has limited powers to impede the spending in a program he doesn't like. The budget-making arm of the White House, the Office of Management and Budget (OMB), may seek rescissions or deferrals to block a program.

Limitations to the President's powers to impound or defer given appropriations were tightened by the Budget Improvement Control Act of 1974. Under its terms, the President can carry out Rescissions and Deferrals only if Congress approves them.

In a Rescission request, if the Congress concurs by a majority vote, the program is reduced by the amount of the cut requested by the President.

In a Deferral request, with concurrence by a majority vote of both bodies of Congress, a specific date is set for the release of the funds.

If either the House or the Senate does not agree by a majority with a request for Rescission or Deferral, the appropriated funds are then spent in the program.

The Appropriations Committees, both in the House and in the Senate, have Sub-

committees which hold hearings on budget concerns. The Department of Education programs are referred to the Labor/Health and Human Services/Education Subcommittees. Other areas of responsibility of these Subcommittees include Appropriations for the Departments of Labor and of Health and Human Services including the National Institute of Health.

Majority and Minority staff are assigned to assist all Subcommittees and their members. These key staff are important contacts for your input into the Subcommittee work.

There are at least eight other Subcommittees on Appropriations pertinent to postsecondary education which need your input. All of them report to their respective Committees and feed into the budget and appropriations processes. These Subcommittees include:

1) **The Subcommittee on Housing and Urban Development and Independent Agencies** recommends the appropriations for the G.I. Bill and for the National Science Foundation. It reports through the Committee on Appropriations.

2) **The Subcommittee on Interior and Related Agencies** recommends the appropriations for the National Foundation for the Arts and Humanities. It also reports through the Committee on Appropriations.

3) **The Subcommittee on Education, Arts, and Humanities** reports through the Committee on Labor and Human Resources. The Subcommittee deals with Higher Education, Vocational Education and Humanities.

4) **The Subcommittee on Handicapped** with responsibility for the education of handicapped persons, also reports through the Committee on Labor and Human Resources.

5) **The Subcommittee on Manpower and Personnel** reports through the Committee on Armed Services. The Subcommittee has jurisdiction on U.S. Service Academies and Reserve Officer Training Corps.

6) **The Subcommittee on Science, Technology and Space** reports through the Committee on Commerce, Science and Transportation. Community colleges have many programs funded by the Department of Commerce's Economic Development Office and Department of Transportation's programs of Public Safety.

7) **The Subcommittee on Conservation and Supply** reports through the Committee on Energy and National Resources. This Subcommittee deals with energy conservation grants to colleges and universities. Organizationally, these programs are regionalized with staff also assigned to the States, usually in the Governor's office.

The different Appropriations Committees work within the boundaries set by the resolutions of the work of the two Budget Committees.

Intensive lobbying from special interest groups takes place in the development of the work of the various Subcommittees. The entire process ordinarily takes about two years for a major piece of legislation (Vocational Education Act, Higher Education Act, etc.) to move through all the hearings, Subcommittee Bills, Committee Review, Conference Reports and Enactment. Your input is expected at all the different stages since your elected Congressman and Senator needs your reactions. How else can they represent you and your institutions?

Liaison and Legwork with Congress

Frank Mensel, Director/Vice President of Federal Relations
ACCT/AACJC Joint Commission on Federal Relations

Effectiveness in the lobbying process requires personal contact. If the reader will pardon the old cliche', the letters, phone calls, telegrams and petitions by which special interests convey their views to Members of Congress and to state legislators are the frosting on the cake—the face to face visits are the cake itself.

Let's bring the point right down to the community colleges and the Association of Community College Trustees. The transcending reason that the ACCT gives its annual National Legislative Seminar is to draw leaders from the institutional trenches, particularly trustees and presidents, into Washington so that they will give first hand accounts of their programs and needs to Senators, Representatives and their staff members.

Other features of the National Seminar—panels, speeches, fact sheets, etc.—are designed to give the participating trustees and administrators who attend detailed background and analysis on specific bills and issues. Yet essentially they serve to "prepare" the participants for their visits to Congressional offices.

If higher education generally, and the community colleges more specifically, have not been as effective historically as they might have been in making their case with Congress, it is not because such effort is wasted—rather it is because we have not been as well organized and as persistent about it as we should have been.

Should anyone in the ACCT family doubt the impact of their Washington legwork, a look at fiscal year 1983 federal funding for education programs should convince them. (See chart following the article.)

The FY83 budget which the White House presented to Congress a year ago called for "zeroing out" 13 higher education programs. Most important for community colleges, it allocated only $1.4 billion for Pell Grants—just one half the reconciliation ceiling set for Pell Grants. Yet when Congress and the Administration reached a final "compromise" on FY83 funding, no program had been lost—and Pell Grants received level funding, or $1 billion more than the President wanted; and both College Work Study and the Trio Program were raised slightly above level funding rather than heavily slashed as the budget proposed. Also, by saving the State Student Incentive Grants, the Congress has maintained a program that now induces the States to put $1 billion of their own funding into student financial aid. It is of historical note that ACCT's 1982 National Legislative Seminar was a keystone in the series of national meetings in Washington that helped produce these budget successes, as outlined by the chart.

At the time of the Seminar, Pell Grant funding already had been formally adopted by the Association as its top legislative priority. Visits to the Congressional offices by trustees and presidents were, coincidentally, immediately followed by those of the United States Students Association's annual meeting—and the one two impact clearly was significant.

Those who shun "lobbying" as undignified are overlooking the lesson that it is an exercise which is vital to the maintenance of the democratic process. They should heed the counsel of Representative Jim Wright, D-TX, the Majority Leader of the U.S. House of Representatives, from his book, *You and Your Congressman*:

> If you are wondering whether or not it is really worthwhile to communicate your views to your own Senator or Representative, consider this fact. Others who disagree with you are doing so constantly. Your Congressman is one person to whom your opinion is definitely important.

As you go about arranging your Washington visits with your Senators and Representatives, these guidelines ought to be helpful:

1. Knowing the dates you will spend in Washington, you should try as far in advance as possible to schedule your appointment with your Represenative and *both* Senators. If you feel "awed" by the Capitol and the Congressional setting, don't let that deter you. Veterans who have worked the Congressional scene for a generation or more sometimes never get over their feeling of awe about what Congress and the Capitol stand for.

You will find your Representative housed in one of three buildings—the Cannon, Longworth, or Rayburn House Office Buildings, all immediately south of the Capitol—and your Senators located in three different buildings north of the Capitol—the Russell, Dirksen, or Hart Senate Office Buildings. You will soon become familiar with them by their initials—e.g., RHOB for the Rayburn House Office Building, DSOB for the Dirksen Building. Security officers posted at every entrance will be glad to direct you to the right building and suite.

2. Homework for your visits should start long before you catch the plane for Washington. You should carry up-to-the-minute fact kits about your college and who it serves. ACCT and AACJC provide a national fact folder, updated annually, which is a handy supplement to your college fact kits. Your fact kits will be most effective if they show such information as:

a. Numbers and types of students (minority, disadvantaged, independent, types of full-time or part-time jobs they hold) who are receiving the various forms of federal student financial assistance.

b. College courses which are geared to specific employer training needs.

c. Placement rates of your graduates in employment.

d. Federal grants or contracts currently serving the college, and other grant applications which your college has submitted to federal agencies.

e. Impact of your college on the local and/or state's economy—i.e., quantity and types of jobs provided by your payroll, goods and services the college procurs in the private sector, etc.

f. Projections on the college's future—new technologies, course changes, enrollment trends, etc.

3. Plan your briefing, and keep it brief. Congressmen run their appointment schedules much like a dentist—at 15- and 30-minute intervals—so be sure your presentation allows the Senator or Representative time to ask questions.

If several colleges from the same State or same Congressional district have spokesmen making Washington visits at the same time, they can often increase their impact by sharing the same appointments with Members of Congress. In such instances, one

trustee or administrator should be designated to lead the presentation. Don't try to cover too much ground. When you make the appointment identify for the Congressman's staff the priority matters you want to take up. Then stick to the subject.

In the instructions which the American Council on Education offers on Congressional visits, they bear down on this point: It is often the experience of advocates engaging in such liaison to find that the Senator or Representative or, more often their staff, want to counter your expression of need "by asking where you would cut the budget. Don't fall into that trap; they are diverting attention from your reason for the meeting." Gracefully point out that your stewardship requires you to speak solely for your needs. It then remains the Congressman's responsibility to weigh your need in the light of other national priorities.

The personal visits yield many possible dividends. They are much more effective than other forms of communication in securing commitments on specific points. Yet at the same time, they serve to make more "personal" the other forms of communication — the wires, letters, and calls you will use in the intervals when you can't get to Washington.

It seems fitting to conclude with the same observation which closed another guide on Congressional liaison that this author prepared a dozen years ago for the AACJC:

"Trustees frequently can provide potent liaison in the legislative arena, if college administrators will be more conscious of using them. Congressmen may heed information or counsel from trustees when they would be less willing to listen to administrators simply because they know the trustees represent the elective or "public" side of the institution.

"Alert administrators know specifically *which* Senators and Congressmen their trustees know individually. They also know *when* their trustees are routinely traveling to Washington so they can be asked to make contacts in Congress or in federal offices, if such visits are timely for the college.

"Presidents do not need to send wires or letters on key issues to a given Congressman, if they have a trustee who knows the Congressman better than they do and who is willing to speak for the college on the issue or problem in point....

"Most colleges are vastly under utilizing their trustees in liaison work of this kind."

(See next page for chart.)

Higher Education Appropriations

	FY82	FY83 Admin. Request	FY83
Title II A	1.9M	0	1.9M
II B	0.9M	0	0.9M
II C	5.8M	0	6.0M
Title III	134.4M	129.6M	129.6M
Title IV			
Pell Grants	2.419B	1.400B	2.419B
SEOG	355.4M	0	355.4M
CWS	528M	397.5M	540M
NDSL	178.6M	0	178.6M
SSIG	73.7M	0	60M
GSL	3.1B	2.485B	3.1B
TRIO	150.2M	82.3M	154.7M
VCOI	4.8M	0	3M
Title VI	19.2M	8.8M	21M
Fulbright Hays	4.8M	1.5M	5M
Title VIII (Coop Ed)	14.4M	0	14.4M
Title IX			
GPOP	8.6M	0	10M
Public Service	1.9M	0	1.9M
Law School Clin.	1M	0	0.6M
CLEO	1M	0	1M
Title X (FIPSE)	11.5M	11.9M	11.7M
Minority Institutions Science Improvement	4.8M	3.3M	4.8M
Womens Educational Equity Act	5.8M	0	5.76M
NIE	53.4M	53.6M	55.6M
NCES	8.6M	8.7M	8.589M

Source: American Council on Education Division of Governmental Relations

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Restoring Local Control via State-wide Legislative Organization

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Trustee, Lincoln Land Community College

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Introduction

If we are really concerned about the erosion of local control of colleges, we don't have too many choices for action. But, the most effective one must be in the legislative process. We must do more than talk about our involvement in legislative activity. Most often in meetings we say, "Yes, we've got to get involved," then we go home and do nothing. We in Illinois are struggling with the problem of how to be more effective with our legislature. We'd like to share some of our concerns with you.

What we propose is to review some articles in community college literature, review our national survey, comment upon the Illinois scene which we know best, and present some modest suggestions for action.

The National Scene

Of particular interest to us in community college literature are the reports of the formation of organizations for legislative activity. Reporting in the Association of Community College Trustees QUARTERLY, John Mundt indicated that the approach in the State of Washington is to form several organizations comprised of representatives from four constituencies—trustees, state board, presidents, and state staff. Activity is centered around concerns for management, public awareness, board relationships, a newsletter, and a joint legislative committee. The legislative committee develops a program and pursues the enactment of the proposals. That committee is chaired by the state director and the group does not include a separate staff for legislative advocacy. It appears that the virtue of the Washington system is that a formal body has been established to assure that they keep their signals straight. One question which we have is whether the trustees in such an organization are not placed in a secondary role by the chairmanship being held by the state director.

Of particular interest to us was a report of the success of Nebraska in removing a state board for community colleges. Michael Paradise, reporting in the *Community and Junior College Journal* of January, 1977, pointed out that the return to local control was a long, well-planned, carefully orchestrated campaign. The result of that considerable effort now finds the local community colleges reporting more directly to the state legislature without the benefit of an intermediary state board.

There are many different organizations for legislative activity. It would be presumptuous for us to declare a model system, but that there should be an organization involving several constituencies is imperative. However, we have learned that the community colleges in many states are not satisfied with their legislative activities and are much distressed at the movement of control from local boards to state agencies.

The Survey

We are active in our respective state organizations, the Illinois Community College Trustees Association (ICCTA), and the Council of Presidents in Illinois. We do not speak for those organizations but are fully familiar with the feelings of our colleagues on the issue. Out of curiosity and a desire to widen the scope of our observation, we prepared a brief national survey sent to 273 institutions listed in the *Directory* of the American Association of Community and Junior Colleges. The stratified random sample by state caused the return of 163 usable responses. Of those responding, **the most common characteristic of legislative activity was that of reacting to legislation introduced by others.**

Most often the activity is carried on by presidents' associations, state board representatives, or some combination of those groups. Of particular note was the response that trustees' associations were not active by themselves.

In the area of state bureaucracy, most colleges reported that they were coordinated by two or more agencies. Not surprisingly, they reported that the greatest negative impact came in the area of financing and requirements for reporting to state agencies.

In federal legislation, the colleges reported that they did not leave the chore to national organizations alone but frequently or regularly made direct contact with their lawmakers.

Regarding federal bureaucracy, most colleges reported that there was negative impact. The list of problems included paperwork, compliance with the several nondiscrimination regulations, and the inordinate amount of time necessary for the receipt of grants. Several colleges were careful to add that they felt it was worth the effort.

The Legislative Scene

We in Illinois are "getting our act together" in dealing with the General Assembly about community college problems.

We have a number of boards, organizations, agencies, and individuals that engage in legislative activities on behalf of the community colleges.

The number of interested organizations presents a problem at the Capitol. With so many agencies directly involved in community college legislation, the problem is, simply, "Who speaks when for whom?"

Trustee and president organizations, since they are non-governmental agencies, are well suited to being advocates for community colleges. Since their members are more directly accountable to the taxpayers at the local level, we feel they would tend to be more vigorous in their legislative pursuits and in getting the attention of lawmakers because they are not *employees* of the state.

If trustees and presidents are not fully involved, they should be. We would like to propose to you a legislative program for the trustee and president. We feel this program can be effective in the "struggle for local control."

The proposed program consists of five key parts: Monitoring, Reporting Information, Analyzing, Initiating, and Influencing Legislation.

1. Monitoring Legislation
Effective monitoring must be done in a manner that will allow for a district-by-district analysis of legislator performance. This means that roll call votes and votes in committee hearings must be acquired.

After a session concludes, summary reports on the performance of individual lawmakers may be prepared. Then, they should be made aware that we are keeping track of their activity.

2. Reporting Legislative Information
A means for getting the necessary information out in a timely manner is vital. Most organizations publish a periodic newsletter, but there should be an auxiliary procedure for issuing special bulletins whenever the legislature is in session.

It is also necessary that local trustees and presidents know everything the state organization is doing on this front.

The Illinois Community College Trustees Association newsletter periodically includes a "Legislative Report." This is an up-to-date summary about all legislation relating to community colleges, including the status of each bill, a description of the bill, and the statewide *position* of the Trustees Association.

There are times while the General Assembly is in session that a quick method of information dissemination is needed. The Illinois Council of Presidents uses a procedure they call the "hotline." This telephone contact is put into effect when some crisis arises and quick action is called for.

Without relevant, timely information an organization's efforts stand little chance of success.

3. Analyzing Legislation
An analysis of impending community college legislation needs to be made by a single source and passed on to local boards and presidents. Otherwise, they may be victims of inaccurate and conflicting stories.

The Illinois Trustees Association has a committee which has the charge of researching proposed legislation. The committee presents a summary and makes recommendations for a trustee position. This information is widely distributed and is acted upon by the presidents as well.

Often, as a result of committee findings, it seems desirable to make recommendations that *new* laws be sought.

4. Initiating Legislation
Everything discussed so far deals with ways of *reacting to* the initiatives of others. A good legislative program for a trustee or president's organization provides direction for *initiating* action.

The communications established through effective monitoring allows for initiating activity. We have learned which legislators are supportive of community colleges and which bureaucrats in government can be counted on. The point is that friendly lawmakers are the key resources when you want to shape a particular law.

Basically, the procedure for initiating legislation should include: a study group, legal counsel, and friendly sponsorship.

Our survey indicated that most college trustees and administrators are in a *defensive* position as far as their activities are concerned. It's time we got into the business of pushing for the kinds of laws *we* think are needed.

5. Influencing Legislation
In initiating legislation the lawmaker sponsoring a community college bill will gather some colleague support. That alone is not enough. On the local level, trustees and presidents must contact individual repre-

sentatives and encourage them to support the legislation.

A credible explanation of a position in a timely manner to your own legislators can probably gain more influence than that of a lobbyist.

This program does not cover all facets of desirable activities. But we do believe that it can be effective and would be a good starting point.

In an attempt to allow self-assessment, we've prepared a checklist which may be suggestive. It deals with some of the details of contact, presentation, and follow-up in the legislative process. Every trustee should take the time to go through such a checklist.

Trustees and presidents must support some type of organized legislative program if they are to restore local control in our educational systems. Instead of saying quietly, "Yes, that's right," we urge that you start by assessing your current knowledge. From there, you may wish to consider a few of the elementary steps we've outlined.

Editor's note: This article was taken from a presentation given at the ACCT Convention in Vancouver, British Columbia. Because of space limitations, it was not possible to include the checklist mentioned above, However, copies of the checklist may be obtained from ACCT.)

The Partnership Approach to Human Resource Development in an Economic Development Context

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Editor's note: this article was originally testimony presented to the National Advisory Council on Vocational Education, St. Louis, December 6, 1982.

Introduction

I am pleased to have this opportunity today to address the Advisory Council on the increasingly important issue of a partnership approach to human resource development at the national, state, and local levels in this country. Never has there been a more appropriate time for a fundamental examination of national policies and programs in the area of human resource development, and for the formulation of new national directions. In the first place, the need is compelling, with the combination of sweeping structural changes in the economy and a continuing deep recession that has left over 11 million Americans unable to find work. Fortunately, the opportunity to shape new responses to these pressing needs has seldom been greater, as several major pieces of legislation defining the human resource development arena are rewritten in the coming months.

I wear three different but related "hats" in my professional life, and these perspectives are influential in shaping my testimony to you today:

- As chief executive officer of Cuyahoga Community College in Cleveland, Ohio, an institution serving some 27,000 credit and another 10,000 non-credit students on three modern campuses, with an annual budget of approximately $60 million.

- As a Greater Cleveland community leader actively involved in attempts to build a more comprehensive, coordinated approach to job skills training and retraining in Northeast Ohio—one which is closely tied to economic redevelopment strategies.

- And also as the executive officer of a Kellogg Foundation-assisted national demonstration now getting underway which, under the auspices of the American Association of Community and Junior Colleges, aims to promote effective business-education-government-labor linkages in human resource development.

I intend during this brief time with the Council today to address the broader human resource development policy and system issues—the strategic framework, if you wish—rather than focus on the narrower issue of secondary-postsecondary "articulation" in vocational education. It is only within this necessarily broad framework, you will agree, that specific programmatic cooperation among secondary and postsecondary educational institutions makes any ultimate sense. And the absence of such a framework traditionally, I submit to the Council, is in large measure responsible for the seeming ineffectiveness of many of our training and retraining efforts up to now.

Our greatest challenge as educators in the coming years is to take the lead in creating a human resource development system in the United States which is fully supportive of economic development strategies and ultimately results in Putting America Back to Work. The task will not be simple or easy,

and conventional approaches will prove inadequate to the task. As Roger Smith, General Motors Chairman, observed recently, "These are unusual times that call for unprecedented actions..."

The Changing Environment

Trends and Conditions

Even without the misery of the deep-seated economic recession now plaguing the nation, the times in which we live and work would be complex and challenging from an economic perspective. The fact is, the nation is currently in the throes of fundamental economic transition, as the decline of heavy manufacturing and growth of high technology industries change the economic map of the nation. Many of the metropolitan areas whose industries fueled the tremendous industrial growth of the nation prior to the Second World War, and whose economic and human resources remain substantial, reel from loss of population and manufacturing jobs and desperately search for strategies to stem decline and re-establish growth. Others are preoccupied by the "problems" of meeting the demands of rapid, largely unplanned, growth.

A variety of commentators have documented the facts of this painful national transition. Allow me to cite a few.[1]

- The functional illiteracy of some 20 percent of American adults.

- The retirement of large numbers of workers in critical technological areas, such as machining, and shortages of many types of skilled workers, such as computer specialists, word processing machine operators, and health care specialists.

- The displacement of 10 to 15 million manufacturing workers over the next 15 to 20 years, as domestic jobs are lost to foreign production and technological advancement.

Human Resource Development

The challenge to America's secondary and postsecondary institutions to provide the training and retraining essential for a "retooled" work force could not be greater. And the resources to do the job, while clearly not adequate, are substantial enough to realize rapid, significant progress. However, nothing even remotely resembling a human resource development system exists in this country.

At the national level, there is no comprehensive human resource development policy or set of strategies attempting to match projected needs with available training resources. Instead, 12 basic pieces of employment and training legislation address the different, and only tenuously related, elements of the "system." The two major conduits of federal skills training funding—CETA (now being replaced by the Job Training Partnership Act) and the Vocational Education Act—flow to the local level with only minimal attempts at coordination between the two.

The local terrain is bewildering in its complexity. A variety of providers have delivered training with the financial support of the CETA program, which has its own governance and administrative structures; vocational education programs are delivered largely by secondary school districts; and two-year postsecondary institutions provide both credit technical-occupational training and custom-designed skills training for business. Despite their common aims and the obvious payoffs to be realized from joint planning and coordination of effort, these "mini" systems typically go their own independent ways.

In short, there is no "system," no serious comprehensive planning and policy formulation, and hence no practical way of ensuring that the billions of dollars available to retool the American work force are used in the most effective fashion.

New Opportunities for Progress

Although the past gives us no cause for unrestrained optimism, there are significant opportunities for building a more effective training and retraining system capable of meeting the needs of an increasingly high technology economy. At the national level, while it is doubtful that there will ever be a single, all encompassing human resource development policy with associated implementing legislation, the need for more effective coordination has been recognized and major steps have been taken. For example:

- The recently enacted Job Training Partnership Act, which will replace CETA in the coming months, calls both for a larger state role in program planning and evaluation and for the creation of strong local coordinative mechanisms—the Private Industry Councils—with representation from business, education, and labor.[2]

- Several national organizations are embracing the cause of cooperation and coordination, in both planning and service delivery. In the community college sector, for example, the American Association of Community and Junior Colleges (AACJC) and the Association of Community College Trustees (ACCT) are jointly sponsoring the national Business-Industry-Community College Coalition (BICCC) as a vehicle for more comprehensive human resource development planning. The Kellogg Foundation-assisted Putting America Back to Work Project will, under AACJC's auspices, promote the development of national policy while also providing technical assistance in building local partnerships.

- And the re enactment of the Vocational Education Act in 1983 will provide another major opportunity to tie major funding conduits more closely together.

One of the most important of the national directions now emerging in legislation is the strengthening of ties between economic development and training and retraining efforts, most notably through the provision in the Job Training Partnership Act for a stronger Private Industry Council with majority business membership.

As important as national directions are, I submit to the Council today that local communities are "where the action is" in terms of building effective partnerships among business, government, education, and labor. Beyond providing financial resources, federal legislation and the activities of national organizations can only encourage, guide and facilitate. We now know well that local programs cannot be effectively managed in Washington, and whether comprehensive planning and coordination will characterize our human resource development efforts in the future will be basically determined through local practice.

The Challenge to Secondary and Postsecondary Education

Wearing all three of my "hats"—as college president, community leader, and national association representative—I am ever mindful of the tremendous resource two-year colleges represent to the nation in its quest to retool the work force to meet the human resource needs of a radically changing economy. In a sense, the American system of community, technical, and junior colleges is a "sleeping giant," whose significant potential for human resource development has not been fully or systematically tapped. Over 1,200 institutions enrolling some 5 million students offer more than 1,400 different occupational-technical programs. In recent years, two-year colleges throughout the nation have taken the initiative in building close working alliances with local business and industry. Several states consciously utilize this tremendous resource to provide customized training as a major economic development incentive.

The need is so pressing that I and my colleagues in the two-year college community could easily devote 150 percent of our time to the promotion of our own institutions to business, industry, and labor. But the creative challenge, in the opinion of the leaders of the postsecondary sector, is to shape our future institutional roles in the wider context of comprehensive human resource development strategies. Beyond the obvious fact that the human resource development "turf" is large enough for all of us, obviating the need for institutional competition, there is the far more important commitment to meeting the nation's economic development needs as fully as possible.

The fact is, the business community and wider public are clearly inclined toward a more effective use of our available training resources and disinclined to continue tax support when effectiveness is in question. A powerful momentum is building for public-private cooperation at the local level, and the educational community has only two choices: to take the initiative and play a leadership role in the creation of new local partnerships; or, to have our necks unceremoniously jerked from the sand for us, at a serious cost in public trust and institutional credibility.

Specific Partnerships Unique to Specific Communities

What I have been saying, in essence, is that the truly high stakes lie in secondary-postsecondary cooperation in a wider sense than the mere "articulation" of specific occupational/vocational programs. The challenge is to take the lead in building these partnerships at the local level, and the specific coordinative mechanisms will vary from community to community. Certainly the Private Industry Councils being strengthened under the new Partnership Act are obvious candidates, as are the work-education councils created in several communities in recent years.

The dividing line between the "vocational" education offered by public secondary systems and the "occupational/technical" education offered by two-year colleges will be different in each community, even though colleges will surely continue to focus on the adult student and higher technology training. The point is to ensure that needs and resources are arrayed as comprehensively as possible and that the division of labor yield the fullest possible return on the investment of the taxpayers we are charged to serve.

Can we in all good conscience do less?

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[1]See: Association Council for Policy Analysis and Research, "1982: The National Investment in Higher Education" (Washington, D.C.: American Council on Education, 1982). Patrick Choate, "Retooling the American Work Force" (Washington, D.C.: Northeast-Midwest Institute, 1982). "Putting America Back to Work: A Concept Paper" (Washington, D.C.: American Association of Community and Junior Colleges, 1982).

[2]National Alliance of Business, "Guide to the Job Training Partnership Act" (Installment #1, November, 1982).

The Price Tag of Accountability: Balancing Governmental Control

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Debate on the question of control of publicly supported education is never-ending. Many paradoxes exist among the positions expressed by the adversaries in the perennial controversy.

Local districts are alert and aggressive in their efforts to curtail erosion of local control. However, this campaign to ward off evil interlopers is interrupted frequently by lobbying excursions to promote additional funding from state or federal coffers. Despite an overabundance of evidence to the contrary, these pilgrims expect to somehow strike a deal that will produce money with no strings attached.

Meanwhile, back in the villages and hamlets, spokesmen from federal and state agencies loudly proclaim their undying loyalty to the concept of grass roots control. After their speeches, they return to their bureau desks and hammer out a few directives telling the local authorities what is expected of them and what dire consequences may be anticipated if they fail to shape up.

This basic scenario is repeated over and over with names, places and dates changed, but other elements remaining essentially the same. What is really going on, and who are the good guys, and who are the bad guys? Is this grand scale game-playing by people who know better, but find themselves drawn to state and federal dollars like moths to the flame? Is it a massive charade which endears leaders to their followers? Or do the players think the notion of acceptiong state and federal funds while retaining local control has been attempted only by people less skilled than they are, with a breakthrough certain now that they are on the scene?

There are many maxims that describe this local-state-federal hassle over control of public education. To cite a few: "There's no such thing as a free lunch;" "He who pays the fiddler calls the tune;" "Always remember the Golden Rule: he who provides the gold gets to make the rules;" "Control doesn't have to follow the dollar but it always does." These truisms suggest some eternal relationships between shot-calling and resource providing. Evidence to dispute this generalization is nearly impossible to come by. Yet there are sporadic signals which suggest that it is not yet time to abandon efforts to achieve a better balance than has been produced to date.

A look at some of the historic key questions may further illuminate the complexities in attempts to achieve the proper governmental balance in educational decision making.

(1) How much in the area of decision making are proponents of grass roots control ready to surrender to the state and federal levels in order to obtain "outside" financial help?

(2) When measured by over-all benefits to the citizenry, what type of decisions are best made at the local level? At the state level? At the federal level?

(3) Will it ever be possible to get basic agreement among the three contesting groups on a set of guidelines which will permit allocation of authority and responsibility?

(4) How can we identify spokesmen for the three groups so that an attack on the problem can be launched which has some hope of acceptance by the great majority of those involved?

(5) To what extent does this controversy relate to the basic human quest for power by the "players" at all three levels?

(6) Is it now or will it ever be politically feasible for legislators at the state and federal levels to dole out money to local educational units for a significant period of time without requiring conformity to controls established as conditions for such largess, or at least some feedback verifying that good resulted?

(7) Is it possible through concerted, joint efforts to create a series of regulations dealing with allocation of state and federal funds to the local level which will be followed for an extended period of time by local authorities?

(8) Is local control per se a good thing? What is the proper base for a decision on "goodness," impact on the local area, the state, the nation, or the world?

(9) Should groups of citizens who have high aspirations in educational matters and are willing to pay for them be held down because others have less grandiose hopes and expectations for education and wish to expend their resources to reflect different priorities? If we have a levelling process to assure equality of educational opportunity, who will lead the way to new and better practices and outcomes?

(10) Conversely, if governments at the state and federal levels adopt a laissez faire attitude toward publicly supported education, how do we make certain that all Americans receive a fair shake? Is educational opportunity to be determined, largely by the resources and prevailing attitudes in the particular locality where the person lives?

As is usually true when one attempts to arrive at solutions to complex social questions, the more penetrating the examination the greater the number of insolubles revealed. It is all too easy to become a purveyor of obfuscation despite sincere efforts to move toward clarification and resolution. Therefore, despite the obvious risk of being charged with oversimplification, the following "great truths" are submitted. That they reflect the biases and value patterns of the author is certain. However, the purpose of this exercise is to provide members of educational governing boards with a better understanding of pertinent facts and possible conclusions relating to the proper distribution of power among local, state and federal levels of government. Hopefully, this list will contribute to this objective.

(1) Policy makers must at all times be aware that there are three major layers of government (local, state and federal), each with many sub-layers, which have a stake in educational decision making.

(2) Proponents of a plan which is rejected at the local level very often repackage their idea into a form for adoption at the state or federal level. They may then impose on a local constituency that which has been rejected by such constituency. This is perceived as resourceful leadership if you agree with the outcomes, but it is viewed as an illegitimate and ill-advised "end run" if you disagree.

(3) Despite the existence of exalted documents which state to the contrary, there is a "pecking order" of authority which prevails. And in this pecking order the Feds are usually at the top, the states in the middle, and the local districts at the bottom. Leaders at the local level should never forget that "the Constitution says what the Supreme Court says the Constitution says." During the last 20 years some amazing decisions involving education have been handed down

by the judiciary in their interpretation of some of the most simple, direct portions of the U.S. Constitution.

(4) And if this doesn't get your attention, don't overlook the regulation-making power of state and federal agencies, both of which usually transcend the authority of local governing boards.

(5) Functionally, and often philosophically, each of these layers is prone to regard itself as the primary, if not the sole, legitimate authority in educational decision making. Each possesses a "bag of tricks" designed to reinforce its self image. The creation and maintenance of a never ending power struggle for control of education is the result.

(6) Since most of the activities of which education is composed involve the expenditure of funds, the focal point of those who seek to obtain or retain control is in the area of finance. By advancing or withholding the needed or desired funds it is usually possible to "call the shots." Even if a given project is funded entirely at the local level there's no assurance you can do it "your" way since the judiciary at state and federal levels have authority to make final decisions, including whether or not they have jurisdiction over a particular matter. In our current "litigation-happy" society, this point must not be overlooked.

(7) Although constitutional scholars point out that responsibility for education is a residual power which is left to the individual states, it is sometimes difficult to find evidence that supports this position. Certainly the federal judiciary has been the major creator of educational policy during recent decades. The courts have not confined their actions to interpreting the law, but have gotten deeply involved in what would normally be legislative and, in some cases, administrative processes. This assumption of control by the judiciary has had a profound impact on accountability and on the assignment of authority. Whether this aggressive posture by the federal courts is good or bad depends on the social and political philosophy of the evaluator. That it is a major force commanding the attention of all educational leaders is indisputable.

(8) One has to wonder why on a matter as crucial to the nation as its educational systems, the courts find it necessary to consume an inordinate amount of time before they deliver rulings on critical cases. This delay is further complicated by their frequent failure to clarify the basic issue at stake so that the ruling can be applied as a guideline to the future. The Bakke case is a classic example.

(9) The frequent direct intervention of judges into the operation of educational institutions is another fairly recent phenomenon. When conflicting mandates are handed down simultaneously in several areas of the country, what options are open to policy makers who want to conform to the law, but don't know what it is? Unlike the judicial system, the schools of the nation can't declare a recess until they feel they have the proper wherewithal to proceed. It seems that Boards of Trustees are expected to know in advance (or possibly be required by the Courts to pay out huge sums of money for not knowing in advance) what the Supreme Court by a 5-4 vote decides a few years later. It is difficult to defend a system that requires both Board members and John Q. Taxpayer to be subjected to such vulnerability.

(10) If a review of these particulars is disquieting, some solace can be provided. Education is not alone in its dependence on the wisdom or caprice of higher political authority. This process is basic to the American version of democracy and affects all of its components. Decisions on collecting and allocating resources must be made or massive paralysis results. Also, it is obvious that a system of government must have an ultimate authority which decides and enforces.

It is clear that balancing governmental control in the United States is not a problem for which a solution exists. Rather, it is a condition which requires continuous tending. Despite its many obvious shortcomings, this interaction among citizens of diverse views who oversee the local, state and federal interests in the educational enterprise appears to produce the best response to this complex matter. Losses in efficiency and cost effectiveness are the price paid for dispersing authority and responsibility.

Perhaps as resources diminish and it is no longer possible to perpetuate the present troika, a new and more precise assignment of authority and responsibility will emerge. Pre-1980 trends suggest strongly that the federal level was destined to receive the assignment. Current trends reflect a sharp reversal in the earlier pattern but it is much too early to forecast the success or failure of this counter trend. If past is prologue, the pushing and pulling will continue, with control shifting as public moods are read and translated into action by political leaders.

The Executive Branch: Power and Politics of Educational Policy

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The executive branch of the government has the responsibility for recommending to the legislative branch such policies and funding as are considered necessary and appropriate for the federal involvement in higher education. Once the policies and funding have been approved by the Congress and signed into law by the Preident, the executive branch, through its bureaucracy, has the responsibility for writing the rules and regulations for administering the policies, for having such rules and regulations published in the *Federal Register*, and when they are finally accepted, for establishing the procedures for administering the policies and funding.

This "iron triangle" of the executive branch, the legislative branch, and the bureaucracy is a massive complexity of power bases, political in-fighting, and self-serving interests of individuals and groups with a full continuum of influence ranging from little or none to considerable or great. Impinging upon this triangle are the myriad external interests and pressures from higher education and from those other external forces which may have a direct or tangential interest in higher education.

The combination of internal governmental interests and pressures with the external interests and pressures creates power struggles of immense complexity within the politics of educational policy for higher education. Bette Hamilton's Ph.D. dissertation concerning the networks which seem to prevail in the development of policies affecting higher education provides an illuminating picture of those internal and external forces which are effective and those which are only peripheral even though they may think they are influential. The "in" persons or groups which have major impact upon policies and funding may often be rather invisible while the converse is also true. Highly visible persons and groups are often ineffective in influencing legislative policy and funding due to their lack of understanding of "how the system works."

Once the policy, funding, rules and regulations, and management procedures are in place, the bureaucracy is responsible for monitoring the higher education institutions' compliance with the established rules and regulations. Such enforcement, until recently, was the responsibility of the General Accounting Office which reports to the Congress. Within the past very few years Offices of the Inspector General have been established in the various departments of government. The Office of the Inspector General in the Department of Education through its auditing and investigative divisions has the responsibility for checking on fraud and abuse as these may occur within colleges and universities in their use and administration of federal funds. The Inspector General reports through the executive branch of the government. President Reagan recently ordered the various inspector generals to be as "mean as a hound dog" in ferreting out and eliminating fraud and abuse in the use of federal funds.

Once a policy affecting higher education has become established there is generally controversy, as to the legislative intent of the law, within the executive branch of the

government. The original input into the proposed legislation came from many sources within the executive, legislative and judicial branches of government as well as from the many sources external to government. Attempting to find agreeable language to satisfy these diverse individuals and groups may be impossible and therefore the final wording of the statute will probably become controversial as it is interpreted by those persons within the executive branch who have the responsibility for administering the law throughout the ten regional offices as well as in Washington.

Offices of the General Counsel in the Department of Education as well as such offices in the other departments of government may have differing opinions on the intent of the law due perhaps to a personal or departmental bias. Such differences become integral parts of the power and politics of educational policy. The Office of the General Counsel is relied upon by the Secretary of Education and by his staff administrators to clarify the intent of the law so that it can be administered fairly and equitably throughout higher education. This is not as simple as it sounds.

An excellent example of controversy concerned the statute in the Educational Amendments of 1972 which related to the 1202 Commissions. The statute stated that the commissions in each of the fifty states shall be "representative of" postsecondary education and of the general public. Agreement was never reached as to the intent of the law. The meanings of "representative of," "postsecondary education," and the "general public" were never defined to the satisfaction of the state governors, or to segments of postsecondary education and of the general public, so the proposed rules and regulations for administering the statute were never approved. This is but one example of the interplay of power and politics in the interpretation and compliance with the intent of the law.

During my period as Deputy Commissioner of Higher Education in the U.S. Office of Education, I found the confusion regarding the intent of the law to be of major concern in the administration of the law. Offices throughout the federal and state governments as well as the officials in postsecondary institutions and the various state offices of postsecondary education were often in conflict with one another in the interpretation and administration of the law. Such controversy generally resulted in attempted political power plays by state officials, institutional heads, and members of the executive and legislative branches of the federal government. This proved to be an example of the power and politics of educational policy where the objective was to benefit an institution, a group or organization of institutions, a state, a representative of Congress, or perhaps a faceless bureaucrat.

Conflict exists between the executive branch, bureaucracy and the legislative branch of government concerning the appropriate time to develop the rules and regulations for administering approved policy. The basis for this power struggle is related to the funding or lack of funding of the authorized funding in the legislation. The bureaucracy has learned from experience that authorized funding in legislative policy does not necessarily mean actual "hard money" funding. The executive branch and/or legislative branches may "zero" fund an authorized budget item or items in approved policy. When this occurs there is nothing to administer by the bureaucracy. If the difficult and tiresome task of writing the rules and regulations has been undertaken and completed—and the budget was zeroed out—the exercise was one of futility and was perhaps a complete waste of time.

However, when funding is approved for passed legislation, both Congress and the executive branch of government often want the policy with the funding activated at the earliest possible date. If the bureaucracy

waits until the funding has been approved to start work on the rules and regulations, a delay will occur in the administration of the policy to the detriment of higher education and to the overall efficiency of governmental procedures. Such delays by the bureaucracy create annoyance, anger and disrespect for the bureaucracy within both the executive and legislative branches of government.

The root of this problem appears to be in the politics played in the proposing of legislation for imagery only if there was really no intent to provide funds for the authorized funding in the policy. An example of such action was a proposed policy by the executive branch in the Educational Amendments of 1972, passed by Congress, which would have provided funds to postsecondary institutions for operational costs in accordance with the number of students enrolled who were receiving federal assistance. This was a most controversial topic in the Congress, but was pushed hard by the administration. After days of argument it was finally passed and became law. The administration then proceeded to "zero fund" the approved statute. This is another example of the power and politics in educational policy in which a policy with authorized funds was adopted through extreme pressure from the executive branch, but in which there was no intent to fund the policy and therefore the policy was moot.

From my experience as Deputy Commissioner of Higher Education, I found more power and politics at work in the funding and management of the funding than in the development of policy. These intrusions into funding policy and managment of funding were from both internal and external sources or forces. Specifically:

Individual Senators and Representatives attempted to persuade or to pressure bureaucrats responsible for funding administration to give special attention or favors to postsecondary institutions in their respective states or Congressional districts.

"This is the White House calling" was cause for bureaucrats with funding management responsibilities to comply with White House requests for favors for an institution in some particular state or Congressional district where a Senator or Representative was to be encouraged to vote correctly, or where there was a "thank you" for having voted correctly.

Some offices within the bureaucracy are responsible for the distribution of very large amounts of money. In many cases the management personnel are rather invisible and unknown and are often called faceless people. Such offices can and may become little fiefdoms in which there is the opportunity to involve one's personal bias in the allocation of funds under the authorities described in the educational policies. Such bias and favoritism, when practiced, is a disservice to the law, to the executive branch of government, to higher education as a whole and especially to the taxpayers who provide the funds for the operation of the government.

None of the above examples which would involve the executive and legislative branches of government, and the bureaucracy can be condoned. It would seem that the Office of the Inspector General could and should be as concerned with these abuses of power in the funding process as in the abuses uncovered at various institutions of higher education. A climate of integrity must always be established and maintained at the top if it is to permeate and be reflected throughout government and higher education. The White House, nor the Congress, nor the bureaucracy cannot and must not pressure or show favoritism in the administration of funding policy, if at the same time they expect the Inspector General and the General Accounting Office to see that the higher education community is in compliance with the educational policies of the federal government.

The executive and legislative branches of government and the bureaucracy have no monopoly in the power and politics activities in educational policy. Collegiate pressures from individual institutions, from state offices and state organizations, and from national associations are active in their pressures and lobbying for overall or for special aid. There are conflicting actions on the part of higher education as higher education's impact upon the executive branch and the legislative branch of government are viewed.

A prevalent view in Washington is that representatives of higher education have been left out of the inner circles of government and that problems facing higher education are not understood nor sympathized with by the vast majority of Senators, Representatives, or members of the executive branch. The consensus comments from these people are that the leaders of colleges and universities have not and do not take the time or make the effort to meet with or to educate the Washington "people" about higher education. Individual leaders of Congress and of the administration have criticized severely the higher education community for being aloof and only coming in contact with the government personnel when they want something. Comments are often made that the higher education community doesn't want to get its hands dirty in the politics of educational policy and that such contacts and education as are to be made, should be the responsibility of the lobbyists within the national associations. The plea from the branches of government is for continuous contact from the educational leaders from the field primarily for the education of government leaders. This is not a new plea but one I have been hearing regularly for the past twenty years. The leaders of the national associations, the presidents and lobbyists, have their roles to play, but their input and influence must of necessity be limited. They need the active and regular support of the institutional and state leaders for a broad picture of the totality of higher education.

The conflicting view is that the representatives of higher education are concerned primarily with their own very limited self-interests. During the past three years I have queried governmental leaders in Washington as to what they thought was the major problem facing higher education. Twice the response was "the conflict between public and private institutions" and once it was "the conflict between the affluent and the non-affluent institutions." There was no mention made of concern about educational policy, funding, enrollments, educational quality, aging faculty, deterioration of buildings, or less entitlement of research grants. In our conferences at the institutional, state and national levels these are topics of major concern. Why aren't they understood by those who establish and fund educational policy? Is it because we are concerned primarily with self?

Again during the time I was Deputy Commissioner I was bombarded with requests from individual colleges through their presidents or other representatives for special assistance or favors. This self-interest was also often apparent within the national and state associations by type of institution. It has been a pleasure to see evidence of increasing cooperation among the national associations. The image of self-interest, instead of overall interest in higher education has not been good for higher education. It fits in with David Riesman's concern about the future of higher education which he writes about in his recent publication "On Higher Education." He speaks of the battle of "all against all" within an institution of higher education, between institutions, and between types of institutions. There is growing evidence of this battle as we read of curtailed enrollments and eroded funds. Conflicts within higher education will not present or create an image which will have a positive impact upon the federal government, and therefore

would not place higher education in the role of an active and effective participant in the power and politics of educational policy. It would appear that the segments of higher education should move increasingly to co-operative endeavors for the benefit of higher education in its totality rather than to cause David Riesman's warning of the battle of "all against all" to become reality.

Of major concern is the curtailment of funds and further proposed curtailment of funds in the federal budget. As we view the power and politics in educational policy, it is essential that we realize the much greater and more emotional problems facing the Cabinet. The various departments are going to be engaged in an ever increasing confrontation concerning the distribution of funds in a curtailed budget. There is little room to maneuver. 78% of the budget is set aside for entitlements and debt service and 17% is budgeted for defense. All that remains is 5% for all other programs including higher education. Perhaps the battle of "all against all" will be fought within the Cabinet among the various secretaries. The power and politics within the executive branch, as related to educational policy, become ever more important to understand, to be aware of and to affect as higher education attempts to influence through the education of government the value of higher education to the future of our society. As funds become fewer the competition will become greater. The power struggles within higher education should and must be minimized or the power struggle within education as a whole from preschool through graduate school will be expanded. Higher education must not present an image of a "house divided." Forces external to education will present the greatest competition as the needs of human services, housing, transportation, space research, small business, etc. are presented to the Office of Management and the Budget (OMB) and discussed in Cabinet Meetings.

When discussing the executive branch it is essential that the power of OMB is fully realized. This office reflects the views of the White House and will therefore play the dominant role in the distribution of funds, during the preparation of the budget. My meetings with OMB representatives were learning experiences in which I became totally aware of the power of this office. This only highlights the importance of gaining input to the President's immediate staff. There must be an understanding of the totality of higher education within the inner circles of the White House for the major decisions affecting the educational policy funded budgets will, for the most part, be made there.

It follows that community colleges, and higher education as a whole, must be concerned about the future of the Department of Education. The major argument for the Department was to provide education with a direct voice through Cabinet membership, to the President of the United States. The previous direct contact was only through the Secretary of HEW where the E for education was almost totally eclipsed by the magnitude of the H (health) and W (welfare) portions of HEW. There was never any certainty that the secretary of this huge department would have any particular interest in or commitment to education, and that very little attention would be paid to the development of educational policies, the funding of the policies and the efficient management of the policies. The President has stated that he wishes to have the Department of Education eliminated in order to get the federal government out of education and return most governmental responsibilities to the fifty individual states. There are various alternatives to a Department, some of which have been suggested by Secretary Bell and some various Members of Congress.

One suggestion calls for the complete removal of all departmental responsibilities

with such responsibilities assigned to other departments of government. If such extreme action were to be taken by the legislative and executive branches of government the topic of this article would have to be handled much differently. The power and politics of educational policy within the executive branch would be scattered throughout the President's Cabinet. Education would indeed be an orphan with no parents and doubtful relatives. The responsibility of educational leaders for educating the executive branch about higher education would become most difficult and perhaps almost impossible. One could hardly expect a Cabinet secretary to give much attention to or to have visible commitment to an adjunct orphan to his or her primary Cabinet interests and responsibilities.

It is incumbent upon all educational leaders be they board members, presidents, administrators, state executive officers and faculty to be aware of the decision makers in the executive branch of the federal government, and to also be aware and to attempt to have some understanding of the power and politics used and played in the development and funding of educational policy. The staff members of the various national associations are effective but they cannot do all that is needed in educating the many governmental officials who write the policies and fund the policies, write the rules and regulations for administering the policies, and finally administer the policies through the rules and regulations—about the present and future needs of higher education. The association staff members, in Washington, must have the strongest possible support from all of the educational leaders throughout the United States during this present period of uncertainty which could turn into an educational decline with serious and perhaps tragic results for our society and for our country.

Higher education has never before been so available to our citizens, or to the citizens of any country. This expansion of availability of learning, of providing an educational opportunity for our children, for our youth, and for our adults is one of the greatest strengths of our country as we face the future. The opportunity to learn and to grow through the learning must not be curtailed at this time in our history through the ignorance of our governmental leaders, through our internal conflicts, or through our negligence to educate our governmental leaders and to work cooperatively among ourselves to find solutions to our mutual problems.

Do Two-Year Colleges Have An Impact on Government?

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It is very difficult to approach the question of the role of the federal and or state government and two-year colleges without considering those roles in relation to the whole of higher education, past and present.

Prior to World War II, the responsibility for the financial support of educational institutions lay primarily with churches, private philanthropists and state tax structures. The student's cost rested primarily with his family. Loans and scholarships played only a minor role. The few scholarships in existence were primarily based on academic achievement, not financial need.

The G.I. Bill was one of the first important changes toward education for the masses based on financial need. The success of this bill, in combination with the post-war baby boom, fostered legislation for the Economic Opportunity Grants (EOG), the National Defense Education Act (NDEA) Loan program, and the College Work-Study Program (CWS). Another important aid to students was the Guaranteed Loan Program (GLP) which helped assure parental borrowing power (primarily from private sources) at standard interest rates. It was not until early in the 1960's that the federal government substantially expanded grants and loans to the low-income student.

In addition to support for students, the enactment of the Facilities Act of 1964, the Education Act of 1965 and the Education Professions Act of 1965 guaranteed federal support for the operation and expansion of the institutions themselves with training of on-payroll employees as a bonus.

While the Higher Education Act of 1965 added to the power structure of the Office of Education (OE), the traditional pattern of decision making and program control subtly changed hands and directions with the appointments of Secretary of Health, Education and Welfare (HEW), Elliott Richardson, and Commissioner of Education, Sidney Marland in 1971. The original power center of decision making, the Office of Education, had been under several months of continual barbed attack by Congresswoman Edith Green of Oregon. At the same time, OE was subject to less open scrutiny by the Nixon Administration. The White House, HEW, and OE's communications grew more and more threadbare until the point was reached of establishing various task forces to examine the critical conditions of the Office of Education and the entirety of the Nixon educational superstructures.

Along with the task force studies, HEW Secretary Richardson and Commissioner Marland quietly set about making repairs between the Office of Management and Budget (OMB), the Domestic Council, the White House staff and other education-related federal agencies. One of their first major tasks was to deal with two seemingly radical concepts proposed by their predecessors, Secretary Robert Finch and Commissioner James E. Allen. As adopted by Congress, these concepts were meant to reorganize the national impact in education in the form of two new national organizations. One was the National Institute of Education (NIE) within HEW. NIE was to function as a research, development and demonstration agency for reform in Ameri-

can higher education. It would report to the Secretary's Office within HEW but would be independent of the Office of Education. NIE would serve not only to coordinate high-priority research and development tasks, but also act as the funding agent for programs traditionally supported by OE's National Center for Research and Development. Funding was to be found by the consolidation of the regionalized Research and Development Offices in combination with newly authorized monies coming from Congress. President Nixon requested a $125 million budget as initial support for the operation of the Institute

> to provide a source of funds to encourage excellence, innovation and reform in Higher Education; to strengthen postsecondary educational institutes or courses of instruction that play a uniquely valuable role in American higher education or that are faced with specific difficulties; and to provide an organization concerned with the development of national policy in higher education. (HR 16621, p. 2).

The second new organization was the National Foundation for Higher Education (NFHE) which would be established simultaneously with NIE. The Foundation was to operate within HEW under the supervisor or a director who would report to Secretary Richardson through Commissioner Marland's office. It would include all forms of postsecondary education and give particular emphasis to career education. In a report to the sub-committee on Education, Richardson described the mission of the Foundation as:

> reform—and not just any reform, not just change for the sake of change, but new orientation, programs and innovative structures which will substantially enhance the capacity of higher education to serve the needs of all our citizens. (*Higher Education and National Affairs*, 1971)

The three primary purposes of the Foundation, which requested an initial funding of $100 million, were (1) to develop new modes of educating the populace within higher educational institutions, (2) to support the development of new administrative practices and procedures in conjunction with expansion of facilities, (3) to encourage searching for new ways in which to attain new higher levels within traditional and newly conceived program formats. (cf. *Higher Education and National Affairs*, March, 1971)

As an independent agency within the federal government, NFHE would handle some of the programs traditionally controlled by OE as well as develop new and unique ones. NFHE's independence would place it on a par with the National Science Foundation, National Foundation on the Arts and Sciences, etc.

The Office of Education was not in strong favor in the early 1970's, but it was nevertheless a major influence. This was evident by a 1971-72 budget of $4.43 million, nine times that of a decade past. Most of OE's programs involved formula grants to the individual states. Only about ten percent of the Office of Education's budget was set aside for discretionary programs with specific criteria for eligibility. Within the eligibility framework, priorities included student assistance packages, aid to developing institutions, special programs for training of personnel to work with the disadvantaged and grants supporting disadvantaged and handicapped students.

One prime example of the priorities in higher education was Nixon's $7.4 billion budget for 1973. His program dictated that students, "particularly those from disadvantaged and minority groups, would be the biggest beneficiaries." (Fields, 1972)

Nixon's proposed $7.4 billion higher education budget was in contrast with the 1971

budget of $7 billion and with a mere $1 billion budget in 1960. The Senate requested an $18 billion budget for higher education in 1973. This shifting and reduction of support to colleges and universities was due primarily to the fact that they did not meet the newly designated priorities of the Administration.

The junior/community colleges anticipated an increase of federal outlay from 11 percent in 1971 to 16 percent in 1973. This did not compare with the Office of Education's figures which showed that 33 percent of all students involved in the first two years of higher education enrolled in two-year colleges, but it was still a substantial increase in support. In 1969, two-year colleges received only nine percent of the total educational allotment. Graduate and professional schools received 44 percent of the Nixon budget, while other four-year schools received 40 percent.

A decade later, in 1981, there was still no specific federal legislation which was designed or directed toward the support of junior/community colleges. In the past, the legislation most directly related was Career Education, established under the Vocational Education Act of 1968. This legislation supported categorical programs for research, state planning, curriculum development and personnel training. The career-education concept became another of the national priorities "as a possible vehicle for educational reform". (State of the Union Message, January, 1972)

The 1971 Higher Education Bills contained specific references and directives for the community colleges. The Williams Bill was incorporated into the Senate's version of the new Higher Education Bill as Title X. The Career Education Act was filed as Title VIII of the House version. The House Bill, commonly referred to as the Green-Quie formula, and the Senate Bill came together in Conference. At the last hours of debate on the Senate floor, the Anti-busing Bill (Emergency School Aid) was attached as a rider to the Higher Education Act. This addition caused a delay in the new legislation and an extension of the current legislation enacted in 1965, which expired June 30, 1972.

Some important questions raised about the 1972 legislative packages continued to be important questions in 1982. They included:

1. What form will the institutional aid formula finally take?
2. Will there be sufficient maintenance of effort on the part of the state governments to off-set heavy federal cut-backs?
3. Will a large subsidy to the low-income student cause a general rise in tuition and therefore be a burden for middle income Americans?

There were some 44 differences between the House and the Senate versions of the 1972 legislation. The most substantial differences centered around financial aid to students; institutional assistance to individual campuses, both public and private; involvement of the states; and levels of funding. These are still subjects of debate.

Clark Kerr described the 1972 institutional aid package as, "The most important development in the legislative history of American and Higher Education since the Morrill Act." (Letter, 1971.) Kerr and the Carnegie Commission offered many alternative formulas to the proposed institutional packages. Some of them became reality since the provisions of the bills were finalized at the discretion of the Secretary's Office. (See Carnegie Report, 1971.)

The undercurrent of anxiety attached to the non-categorial aid to institutions were (and still are) almost directly related to the concern over federal control of education. The Carnegie Commission labeled the proposed across-the-board grants a "direct move"

away from state support and toward a nationalized system with governmental controls. The Commission's rationale against non categorical aid was based on the following premises:

1. Substantial extension of federal support would lead to loss of independence;
2. Direct federal funding of any substantial amount would result in controls that would, in the end, produce uniformity, mediocrity, and compliance;
3. The lack of any objective basis on which to distribute funds. (Carnegie Report, 1971)

The American Council of Education (ACE) supported the institutional aid concept as strongly as the Carnegie Commission opposed it. (ACE National Convention, 1971) A decade later, the same debates are under way with few substantive differences.

In 1979, the Office of Education was split out from the Departments of Health and Welfare. Education was given its first Cabinet level status in the history of the country. Two short years later, the Reagan Administration wanted to send Education back to the ranks and disperse its programs. Among the various alternatives proposed were mergers with the Department of Labor or the setting up of another "new" foundation. Two year colleges received less than 12 percent of education funds dispersed. There is no national legislation specifically recognizing the largest postsecondary delivery system. There is a strong role which two-year colleges play in helping this country realize its national purpose. The 1980's debate on Education's federal status circles around the premises that education is a national priority.

The federal government has been subsidizing the existence of education within the states for over a century. The state government's involvement in higher education presents a wide diversity of level despite the similarities or constancy of the laws which control that involvement. The range of activities include requesting and dispersal of funds through regional or national offices, the planning for and supervision of the dispersal of funds received, and, in some cases, the final determination of which individual institutions receive what amount of funds.

Florida and California are examples of almost total control by the state. Alabama and Texas are among a small minority of states which have funding connections with state offices with virtually no state-wide controls attached.

The legal base which gives state governments the function of controlling the educational curriculum arises from the Tenth Amendment of the Federal Constitution. This means, in effect, that the state legislature has complete control over the instructional programs of all public educational institutions within the state unless there is a special provision limiting the control or jurisdiction of the legislature. Any such restrictions may be incorporated within the state constitution. The possible exception may be when there are situations covered by individual rights within the Federal Constitution.

An indirect influence on the programs of public institutions is exerted through federal legislation which provides funds for certain curricula functions and not for others. Specific guidelines are furnished which dictate the use of the monies within conscripted programs. For example, support money from the old National Defense Education Act (NDEA) could not be used for certain items related to science, math or foreign languages. Money derived from the Smith-Hughes Act and its extensions into vocational education are severely limited in their applications also.

The unwritten law is that local schools and school districts maintain autonomy for innova-

tion only in the *absence* of specific written laws at the state or federal level. It is then generally left up to the local innovators to proceed within the implied areas of jurisdiction. An example of this is the fee collection system and the interpretation which it is given. If fees are collected for participation in extra-curricula events, the local school is determinor of what constitutes extracurricular.

Local boards are established as a buffer against too direct control from political factions at the state level. The measure of this control (or lack of control) usually rests within the executive budget at the state level. At the same time, the key may rest in Conference with the House and Senate versions of any new Higher Education legislation.

Another step in the line of communication with the federal agencies historically involved the regional offices of HEW. The regional offices function under the direction of a Regional Commissioner and ten Deputy Commissioners, one for each of the ten national regions. There are only three federal programs for which the regions have ever been given authority. They are the triad of special assistance to the disadvantaged students: (a) Special Services, (b) Talent Search, and (c) Upward Bound. There is considerable speculation at each change of administration as to whether the regional offices' influence will expand, or if their powers will diminish. Republicans pledge their support of the extension of more and greater control and funding at the regional/state/local levels. Democrats traditionally centralize programs and operate them from Washington. Other factions continue to play a waiting game in order to postpone any recommendations "until after upcoming elections."

Every major branch of the Federal government has an office within the regional complex. Some of the offices function in an advisory capacity, some in a review capacity, some offer technical assistance to the Office of Management and Budget (OMB) and the Bureau of the Budget (BOB) concerning statistics related to their areas.

The federal government's role in the finance (and therefore control) of higher education waxes and wanes.

The crisis in educational financing, and control, might be met by some of the following alternatives to massive federal involvement:

1. Adjustment in current federal/state/local tax relationships;
2. Adjustments of local tax structures to reduce the time-lag between assessment and increase of value in property and real taxes;
3. An increase in the state tax resources, combined with reduction in federal tax assessment;
4. The adoption of some new form of revenue-sharing;
5. A combination of the above possibilities.

Much of the final responsibility of the level of control of the federal government in education can and should rest with the local education institutions. Paul C. Weaver, President of Lake Erie College said:

> If education is to serve the national purpose, and if we pull the national purpose out of the current political problems that harass us to the perspective, then is it not a responsibility of education to make at least this contribution—a new level of understanding of the problems the world cannot escape? (Weaver, 1969, p. 20)

It is my own estimation that as long as the national government is not a centralized government, there will continue to be separate administrative structures at each level of the government. As these sub-governments function cooperatively, but without

consolidation, educational controls will continue to be vested primarily within the local communities and within the local institutions. The critical question, however, may be—how soon will the two-year colleges emerge with a bold plan which clearly establishes them as the logical link between the local communities and the law of the land?

Glossary of Terms Relating to Governmental Contract

Amendment – Modification of existing legislation, e.g., Older Americans Act of 1965.

Allowable Cost – A cost for which an institution or agency may be reimbursed under a grant or contract with a governmental agency.

Application Control Center – Established by U.S. Government Offices to centralize receipt of grant proposals.

Appropriation – A set amount of money designated by a legislative body to carry out a program.

Assurances and Certifications – 1. **Civil Rights:** each applicant has to have a Civil Rights Assurance on file with the Office of Civil Rights. 2. **Protection of Human Subjects:** if human subjects are used for experimentation, then this assurance has to be filed, indicating that the rights of the individuals are protected.

Authorization – Legislation enacted by the U.S. Congress which establishes a federal activity. The legislation will sometimes set limits on the amount of money which can be appropriated for the activity.

Awards, Methods Of – 1. **Open:** Proposals are requested by the funding source. A competitive review system is used to determine the grantees. 2. **Sole source:** A non-competitive request is made by the funding source to a uniquely qualified individual or organization. 3. **Request for qualified sources:** Offers are sent to previously identified individuals or organizations to submit a proposal.

Block Grants – The grouping of many categorical grant programs into an overall functional area. Block grants are usually assigned to a state or local government unit for implementation.

Budget – The estimated cost of performance of the program as set forth in the Notification of Grant Award or contract. Usually a detailed budget is requested; one which includes line item amounts and related explanations.

Categorical Aid – Federal or state funds for specialized purposes, e.g. handicapped, educationally disadvantaged, veterans, etc.

Code of Federal Regulations (45-CFR-74) – Compendium of pertinent rules and regulations which apply when doing business with the federal government.

Contract – The procurement of a service to perform a specific activity where the funding source has determined the need, type of program, outcomes, cost range and length of time for completion.

Copyright – A statement of legal control over a document (usually by its author), such that anyone seeking to reproduce said document must first obtain permission of the copyright holder.

Deadlines – Dates by which applications for grants or contracts must be submitted.

Demonstration Grant – Generally of limited duration which seeks to test the feasibility of an idea, approach or program.

Edgar – Education Department General Administrative Regulations. The regulations provide a common vocabulary and inform applicants about current procedures.

Evaluation – An appraisal of an activity seeking to measure the extent to which the activity or program attained the objectives set forth. Both internal and external evaluations can be part of the process.

Evaluative Criteria—The following factors are considered in the evaluation of grant applications. (1) Qualifications of personnel, (2) Adequacy of applicant's facilities and resources, (3) Adequacy of the project plan, (4) Cost effectiveness, (5) Compatibility of proposal objectives with program objectives.

Federal Domestic Assistance Catalog—Publication by the Federal Government containing a brief description of all programs funded by the government. Numbers are assigned to each.

Federal Register—The daily publication from the Federal Government containing all business conducted by the government, e.g., rules and regulations of programs, requests for proposals, etc.

Fiscal Year (FY)—Designated by the calendar year in which it ends. The present Federal fiscal year begins October 1 and extends through September 30.

Fringe Benefits—That portion of employee benefits which accrue to the individual employee and which are paid by the institution. They usually include wage continuation insurance, hospitalization, etc.

Formula Grants—Funds distributed by the Federal government (usually to state agencies) for use in specific projects. The funds are awarded on the basis of demographic and economic data from which a formula has been computed.

Full-Time Equivalent—The amount of time spent or required in a less than full-time activity divided by the amount of time normally spent or required in a corresponding full-time activity during the regular school term.

Grant (Contract) Period—The period of time specified in the notification of grant award or contract award during which costs may be charged against the grant or contract.

Grantee (Contractor)—The agency, institution, or organization named in the grant or contract as the recipient.

Grantor—Agency which awards funds to carry out the objectives of the program.

Grants—A formal gift of money executed for a designated purpose where all the factors of need, format, outcomes, costs and time are not fully determined.

Grants or Contract Officer—The federal agency employee who is authorized to execute and is responsible for effective and efficient program and fiscal management. The management processes are

Guidelines—The funding source sets parameters on how the grant funds will be expended, e.g., target groups, research vs. demonstration, etc.

Indirect Costs—These are real costs, defined as general expenses necessary for grant operation, and are difficult to itemize. They usually cover items such as business office services, physical plant operation and library. Federal agencies allow applicants to use an indirect cost percentage rate to compensate for these expenditures.

Letter of Intent—A statement which briefly describes a program and is an indication that the institution or agency plans to file a proposal.

Management Processes—Once a contract or grant has been awarded, the receiving agency is responsible for effective and efficient program and fiscal management. The management processes are the means by which management of the overall project is carried out, and includes planning, operation, fiscal administration, decision making, evaluating, and staff descriptions, recruiting and selection.

Matching Contribution—Cash contributions or "in-kind" support (travel costs, personnel services, overhead, space) provided by the grantee. The required extent of this participation is set by the funding agency, usually as a percentage of the funds provided by the sponsor.

Mission/Goal—Is a precise statement expressed in operational terms which identifies the overall intent of a program.

Needs Assessment—A survey and analysis of needs for the proposed program to include: symptoms, causes, description of population, related research, attempted solutions, capability of the institution.

OMB Circular A-95—Certain federal programs identified by this publication require a clearinghouse review prior to submission to the federal agency.

Priorities—Each federal agency develops annual program plans which include objectives and primary areas of emphasis. These areas of emphasis are called priorities and the agency awards contracts or grants for projects which most closely relate to these priorities.

Proposal—An application submitted to a funding source seeking approval of funds or supply of resources.

P.L.—Public Law—Means of classification of laws passed by Congress, e.g., P.L. 88-269 Library Services and Construction Act 1964 is translated as a public law passed by the 88th Congress.

Pre-Application—A prospectus following a prescribed format developed by an agency and utilized to screen proposals.

Prime Sponsor or Prime Contractor—A single agency which has the overall responsibility for conducting a program usually involving subcontractors.

RFP (Request for Proposal)—Lists the type of qualification needed, gives details on the program to be funded, and specifies the types of information interested institutions must submit in order to be considered for the award.

Revenue Sharing—Tax funds appropriated by Congress and distributed to local and state governments in sums determined by a complex formula.

Review Groups—In addition to any other reviews, each competing application shall be objectively reviewed by a group of at least three qualified independent people.

Solicited Proposals—These are requested by the funding source because it has originated the program idea or because the proposed subject is consistent with its priorities.

State Plan—Document developed by a state agency based on guidelines from and to be approved by a federal agency in order to insure that funds flow to the state and/or that state is in compliance with regulations.

Submission Deadlines—Applicants may meet deadlines established by the granting agency for submission of competing applications by either delivery or mailing the application on or before the deadline date.

Title—A major section of a piece of legislation, e.g., Title I of the Higher Education Act, 1965.

Unsolicited Proposals—Agencies may allow institutions to submit proposals which may or may not match the priorities of those agencies. May be an offer to perform tasks which is not the result of a Request for Proposal announced by the agency.

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Some Imperatives in Postsecondary Occupational Education

United States Senator Orrin G. Hatch of Utah

Editor's Note: This article is taken from an address to the ACCT National Legislative Seminar on February 28, 1983.

I welcome the opportunity to give recognition to the schools you represent, and to share a few thoughts with you. In redirecting our education and training energies to meet the needs of our rapidly changing society, it would be prudent to be wary of the "Pentagon Mentality" which says "if it works, it's obsolete." That mentality describes well the phenomenon of the technological revolution enveloping us all: Education — business and employers — government.

We here are well aware of the acute shortages of qualified teachers our country faces at all levels of technical instruction. Nolen M. Ellison, Chancellor of the Cuyahoga Community College of Cleveland chronicled it well in his provocative testimony before the House of Representatives.

Dr. Ellison called attention to the fact that in some states, community colleges have more students holding bachelor's, master's or even doctor's degrees learning a job skill than are enrolled in any graduate school in the state. I want to direct my remarks to the importance of directing more attention to the vocational aspects of education and training programs.

Somehow we have lost track of the fact that only approximately one percent of the population of the United States are trained as engineers or scientists. Too much of the science and math education in our country has been under the misguided influence of the academic research community which, as Rustum Roy suggested, does not really have any philosophical rationale for or against "science education" for the non scientist. Most, he asserts, "...simply didn't think about it or care."

Many of us remember that about a dozen years after the Sputnik episode which generated the Defense Education Act of 1958, this country experienced an oversupply of scientists and engineers. The job training program in existence at that time (the Manpower Development and Training Act — MDTA) received special authorization from the Congress to use job training money — funds appropriated initially to train the disadvantaged — to retrain scientists and engineers in new types of jobs or help them acquire better "job hunting skills." Some of the community colleges responded at that time by providing training for unemployed aero-space engineers to take technical-level jobs then emerging in cleaning up the environment.

Then, as now, one of the absolutely unique characteristics of most community colleges is their extraordinary ability to respond to short-term training — society's Bandaid needs of this type — with little or no advance notice.

Unfortunately though then as now, some of those institutions were afflicted with institutional *rigor mortus*. I am told some two-year institutions were not responsive in

these early retraining programs simply because the request for training a given number of individuals for jobs that had been developed by the Employment Service was requested too late to be included in the institution's already published catalogue.

The late former president of Stanford University, Ray Lyman Wilbur, once remarked that "...changing a curriculum is more difficult than moving a graveyard." While I am confident that the statement is not quite as applicable today as when Dr. Wilbur make his observation, one of the arguments against block granting has been that it takes federal intervention to leverage necessary institutional changes.

And unfortunately, where vocational education is concerned, this argument is not without some merit.

When the Congress made the first significant amendments in 1976 to the restructured Vocational Education Act of 1963, it assumed that the proprietary and independent postsecondary institutions that so effectively provided short-term, intensive job training during the pre-CETA days would again be utilized, instead of public schools establishing duplicate training facilities, purchasing equipment, and the like. It was also assumed in 1976 that federal mandates to provide greater parity in the job market for women could be met by each state only spending a minimum amount to eliminate sex-stereotyping and to assist displaced homemakers (most of whom are women) to be trained and placed in employment.

The record has been something less than impressive. Federal funds simply have not been able to drive state and local money into these worthy purposes. It is important to recognize that in the pre-CETA type of manpower or job training programs the Congress viewed the legislation from a "purchase of services" point of view. Public and private institutions out there in the communities were capable of delivering services and willing and able to respond to our manpower or job training needs, but for a multitude of reasons they were unaware of the needs.

In effect, the federal government "bought into" programs often by simply reimbursing the institution for the enrollment of a single student found eligible under the Congressional mandate for a specified ongoing class, or requesting training of a given number of individuals for job skills defined by the employing community—not the institution that was to do the training as too often is the case.

The last report by the National Center for Education Statistics listing the postsecondary institutions in our country with occupational curriculums indicated that the proprietary and independent postsecondary institutions enroll more students in occupationally-oriented courses than do the two-year public community colleges and technical institutions. At that time, of the 9,300 postsecondary schools offering occupationally-oriented programs requiring less than a college degree, less than 2,000 were public, and about 1,200 were community colleges.

The National Center also initiated a study at about the same time of the dropouts of college curriculums. Preliminary data from that followup study (which is yet to be published) showed that most of the baccalaureate degree candidates who have left four-year degree programs and reenrolled in a postsecondary program, had opted for a specific job training program in a proprietary postsecondary institution.

Why did they choose proprietary schools? —their reputation of getting good jobs for their graduates.

I am confident that as the 98th Congress considers reauthorization of vocational and adult education, the Administration's pro-

posals for student financial assistance, and tuition tax credits, just to mention a few controversial but important issues we must consider over the coming months that may affect your community colleges, the vast training resources of the non-public post-secondary institutions may well also be heard from.

Many of you are aware that prime sponsors under CETA have "purchased services" from various of these institutions which do not have to concern themselves with teacher tenure, credentialling, and most of the institutional problems that beset public institutions. According to the employers who continue to patronize them and keep them in business by hiring their graduates, they have been doing a good job at a reasonable price.

Just how real or imagined the concern of the private school community will be remains to be seen. They may not be all that eager to get involved with federal programs.

Chester Finn, in his well reasoned article in *American Education* of June 1982 argued that: "...private school leaders have seen their public education counterparts become tangled more and more tightly in regulatory and accountability snarls (sometimes only remotely) with new forms of categorical assistance from the federal and state governments. They have witnessed private colleges and universities—their closest institutional relatives—coming under the sway of more regulations and court decisions that are tied to the receipt of federal aid, even aid that is confined to their students...."

Finn concludes that "...they have read the results of studies suggesting that the educational effectiveness of private schools—hence much of their distinctive appeal to students—is associated at least in part with their freedom from the external controls and constraints borne by public schools... and that studies in other countries have shown that public aid to private schools... may create unhealthy institutional dependency and erode the qualities that previously made private schools special...." "They have," Finn says, "grown a bit wary of the political gyrations and programmatic contortions that have been necessary to get even the most limited forms of public support...."

Federal support for vocational and adult education—particularly vocational education—is entangled in a quagmire of categorical funding. This, in part, may account for the lack of direct competition for the funds from the private school community at the state and local levels.

The bill I introduced in the 97th Congress, S. 2325, was designed to be a modified block grant. And, as I am sure most of you know, it would have eliminated all of the over 22 categorical "set asides" which over the years have built up a protective bureaucracy at the state and local levels. My bill, which had the endorsement of the Administration and many of you (except for the funding level), would have mandated that the states allocate not less than 30 percent of the federal funds received under its authority for economic growth and occupational training for skill shortages. In establishing the percentage for this category under the bill, it was my hope that the states would elect to increase that percentage from the block grant part of the bill—the 27 percent that would be spent at the discretion of the states. In developing the bill, I saw the two-year community colleges and technical institutes (public and private) as the presumptive providers of this type of training programs.

You are all aware that the Chairman of our Subcommittee on Education, Arts and Humanities, Senator Robert Stafford of Vermont, has begun a series of hearings on the reauthorization of vocational and adult education. Representatives from your associa-

tion will be testifying before the subcommittee. I have elected to sit on the subcommittee this term as a voting member, rather than ex-officio and am eager to hear your input.

It is entirely possible that the percentage of funds my bill allocates for skilled work force training growing out of economic expansion or entreprenuerships is too modest to accomplish the purposes of Part A, which is designed to help alleviate the shortages of skilled workers in the emerging or existing industries that will be providing a signficant portion of the job opportunities in the future. Perhaps as some of you have suggested in your letters to me or in conversation with Howard A. Matthews, of my staff, the percentage should be increased significantly. You are probably right not only in that regard, but also in your concern over the level of funding authorized for all activities identified in the bill.

There have been a number of very constructive suggestions which we are seriously considering from other groups and from individuals on improving other provisions of my bill. I also anticipate that the subcommittee hearing will generate other ideas that will help me fine-tune a bill to take us into an era of less federal prescriptiveness, and more state and local responsiveness.

I am convinced that one imperative for improving the vocational education delivery system in our country is better bridge-building between the program managers at all levels of government, the schools, and the employers at the community level—where the schools, employers and jobs are located.

You and I must search together for ways to encourage and facilitate greater articulation between those held constitutionally responsible for education and training by the states, and the elected public officials who are also the recipients of monies for training for jobs under such federally funded programs as CETA and the Jobs Training Partnership Act. Perhaps we all need to take another look at some of the lessons learned from the old MDTA program which gave the educational community "open entry, open exit" curriculum models; the "skills center" concept as sort of a "one-stop education shopping mall" where one could find education, labor, employers and government all working together under one roof; and, the ability to place one single individual eligible and needing training into an ongoing community college class, course or program suited to his or her needs, without disruption of any kind.

As we contemplate an appropriate role for federal participation in the promotion and extension of vocational education, hopefully we will do it realistically, in the context of the world in which we live—even though history does not always afford us the luxury of forgetting the problems we failed to resolve in the past.

I would stress again a few points I made in my article, that appeared in *American Education* last June about the characteristics of our postindustrial society.

As the world's first postindustrial society, ours is organized around information and the codification of information in very complex systems. It is indeed a "knowledge-based" society, uniquely dependent upon the compilation of theoretical knowledge in assessing where we are and where we want to go. The knowledge-based society is also increasingly dependent upon the application to learning of computer or other information technologies.

As Wilfred L. "Bud" McMahon suggested to you at your annual convention in New Orleans last October, "...electronics is revolutionizing communications, information handling, entertainment, medicine, warfare and education." McMahon further observed

that "...digital information is to this new age what petroleum was to the last age--the main fuel for growth and development."

As a matter of practical fact, many of our international policies, including trade and defense decisions, are based in large measure upon mathematical probabilities derived from theoretical models analyzed by computers. I am convinced many decisions made in the business community today are made in much the same manner.

Technical educators, in my judgment, are greatly deficient not in training individuals to make the shift from old ways of doing things to new technologies, but in the training of those who will pay for, benefit from, or suffer the ill effects from, the work of the technical education community--the American Public!!

It would seem to me that part of your job and mine is to prepare people to first understand what it is we are all about in this transition to an information society. We have a responsibility to the public to help them understand the change and to look upon it as a chance to improve our society.

Louis Pasteur attributed many of his successes to "chance," but absolutely nothing to "accident." He reasoned that accidents can happen to any person at any time, but the benefits of chance favor only a mind prepared to do something with that chance when it [illegible].

We have both the chance and the obligation it imposes to prepare our citizens to continue to seek, and to find, innovative solutions to our vexing social and economic problems, and to be able to recognize and capitalize upon each chance to do so.

Peter Drucker has observed many times that we live in an age of discontinuity, each day distinctly different from yesterday with abrupt and unanticipated job displacement or job restructuring and haphazard to those who are most deeply affected by it--lower skilled-level employees.

In recent years, plant closings or shifts in product or service emphasis by some businesses and industries, have resulted in unannounced and unanticipated layoffs, furloughs, and other worker displacement.

Such unsettling worker displacement is unnecessary. Companies need to make a considered effort to soften the blow. Let me illustrate. The J.C. Penney Company recently discontinued some of its local services. But, long before the company even announced that decision, employees were invited to sit down with management and learn first-hand the cost-effectiveness problems the company had with this particular service. Workers were assured that as the activity was gradually phased out, the company would assist each individual in inventorying their saleable skills, help them find jobs, or afford them retraining opportunities to prepare for other openings in the company long in advance of the date set to terminate the activity causing their displacement.

As a result of the job finding in other companies, counseling, retraining, and restructuring its own jobs to absorb displaced workers, none of the employees in the discontinued activity will involuntarily be terminated or furloughed from employment.

Other employers could well follow this example.

Because there is no commonly accepted taxonomy in the new and emerging employment opportunities, particularly in high technology firms, job restructuring and job training is extremely difficult. Job classifications, regardless of the sophistication of our job classification systems, tend to focus on title and treat jobs in a comparatively isolated manner. Here, I suspect, community college

curriculum and program planners find it especially difficult, because many emerging jobs, particularly at the two-year associate degree level, share many skill commonalities. We find "electronics technicians" from your institution who calibrate the lifesaving instruments in the intensive care units listed as "medical employees" in the job counting, while a person with the same training working for a semi-conductor firm is considered as an "industrial worker."

Under the "new Federalism," as more and more state and local governments turn to locally developed programs, the planning tends to center on attracting or developing the high growth and high technology industries, such as those engaged in production of semi-conductors, telecommunications systems, medical instruments, and related products.

The staff report of the Joint Economic Committee of the Congress on the location of high technology firms suggests that very little information exists on the expansion plans and locational determinants of high technology companies, and that, "very little systematically organized data is available on high technology companies." Their "...'footloose' nature...makes them illusive targets for state and local development planners."

Job hierarchies or precise job specifications for training purposes are as imprecise as is a commonly accepted definition of what makes a firm a "high technology" company.

The staff report, as other literature in the field, suggests that high technology firms locate where there are adequate postsecondary educational facilities to provide them with trained technicians and science or engineering-oriented graduates; where there is a favorable tax climate; and, where there is good and wholesome quality of life in the community.

As Marsha Friedman found in her study of the work establishment several years ago, and as Bud McMahon emphasized in his dramatic presentation to you in New Orleans, educational attainment is not a continuous variable. After an individual finishes his or her preemployment training and is employed, often "organizational know-how" can account more for promotion, and with it, salary increases, than acquiring course credit or taking courses toward a degree at a local educational institution.

This is one reason, as McMahon points out, industry is now spending about $50 billion a year on its own employee training—this is nearly four times the appropriation for the entire United States Department of Education and the Department of Labor's employment and training programs combined.

With the current push for more baccalaureate degree level graduates in the sciences and mathematics, we often lose sight of the fact that each scientist or engineer needs three to five technically qualified support individuals. Your institutions are uniquely able to provide this training.

Unfortunately, as Friedman found in her study, the two-year technical level employees tend to begin at low entry level in the job hierarchy in industry. Because promotions usually come early on, these employees tend to be locked into the job progression processes at a fairly low level. Consequently, many are finding that they would have been better off had they completed a four-year degree sequence which would have permitted them to enter at a higher entry level in the company. Theoretically, at least, the additional two years of training would relieve the employers of some of the cost they now bear entirely.

As we contemplate our future in an economy that appears to be well on its way to recovery, there are a host of things we could speculate about. These could include what we will learn from the report of the Commis-

sion on Excellence in Education. And, we could begin second guessing what the report of the Commission on Student Financial Assistance, due in a few months, will tell us we need to do to make those programs better reach youngsters needing financial assistance in pursuing goals only attainable with the help of postsecondary educational experiences.

Rather, I would prefer to conclude my remarks with a few observations.

First, one of the reasons I welcomed the opportunity to speak to you was to be able to tell you how impressed I am, and you should be, with the collegial relationship your organization and the American Association of Community and Junior Colleges has achieved in the pursuit of the common goal of making community colleges and technical institutes more responsive to the need for business and institutions to draw even closer together at the local level. I completely share the view expressed to you by Bud McMahon in New Orleans that, "...if ever history has presented the community and technical colleges with a time when they could demonstrate their importance to the national interest, it is now."

Working cooperatively, you can help each other eliminate the criticism I offered earlier when I said that our deficiencies in two-year community college and technical institute training have not been in the quality of the training provided individuals enrolled in technical training programs, but in the training of those who will pay for, benefit from, or suffer the ill effects from, the work of the technical education community.

Second, as we all know, human behavior does not just happen—it is caused. Similarly, a better working alliance between business and industry and the community colleges and technical institutes will not just happen either, as other speakers have affirmed. It also must be caused.

Herein, I believe, lies the real imperative for educators and trustees in making the transition to the postindustrial society. The world market leaves no alternative to educators and employers but to work much more closely together than ever before if either is to survive. Both educators and employers must learn now to deal with multivariable problems affecting each other operating in multiple feedback processes, where cause and effect are inextricably intermixed and where it is meaningless in most instances to try to differentiate one from the other because they change so often. Today events tend to happen suddenly and all at once, rather than in simple cause and effect sequences and in casual, circular relationships or probabilistic ways.

Educators can no longer wait for industry to come to them. You must take the initiative to bridge the gap. "They know where the office or the campus is," will no longer suffice.

The ability to manage change—whether keeping up with the developments in professions or retooling for new jobs—requires training opportunities to be available to everyone whenever they need it. Access to education governs the pace at which new knowledge is absorbed, adjustments are made to new technologies and solutions reached to related social, political and economic problems. Business and industry must know that your institutions are ready to provide the education and training they need.

Finally, the framework for accommodating technological change is built into your institutional structure. Working closely with each other, and with industry, any barriers trustees and administrators establish will be those resulting from their own lack of vision or imagination or their unwillingness to be creative and dream of new and better ways of responding to the needs of people and of industry in our highly automated, knowledge-based society.

I can think of few better words to summarize my thoughts in this regard, and my challenge to you for the future, than the words of the poet, Langston Hughes:

"Hold fast to dreams
For if dreams die,
Life is a broken-wing bird
That cannot fly."

Community College Intercollegiate Athletics: Some Questions

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As one reads the literature associated with the role and mission of the comprehensive community college, one does not find intercollegiate athletics mentioned very often or at all. What kinds of things do we read and hear about? We read that four major thrusts are providing (1) transfer programs, (2) occupational programs of various kinds, (3) a whole series of adult, continuing education, and community service programs, and (4) developmental and remedial programs. Was intercollegiate athletics mentioned?

We also read that community colleges are student oriented, community centered, close to home, and meet student and community needs. Does intercollegiate athletics fit into that? Maybe it does and maybe it does not. Why have intercollegiate athletics at all? Do community colleges have an obligation to be farm clubs for the universities? Does that fit into the role and mission of the comprehensive community college?

Community college student populations have changed dramatically in the past ten years. In the state of Washington, the average student is 30-31 years of age and a vast number are part-time students. It is not at all unusual to find a three-to-one relationship between head count and full-time equivalent students. In a large number of community colleges less than ten percent of the total student population comes to the college directly from high school. The overwhelming majority of community colleges are non-residential in nature - students are not crowded into residence halls on campus.

Along with these changes in the student population have come changes in their interests. Are they concerned about and interested in intercollegiate athletics? They really are not on many campuses. Their concern and interest focuses on child care programs, women's programs, vocal and instrumental music programs, and artist and lecture series. They could care less about the "big three" - male football, male basketball, male baseball.

The majority of this changing student population is female, yet the dominant media coverage continues to focus on male intercollegiate athletics. The "old rah-rah days" are gone, along with pep rallies, homecoming parades, homecoming dances, and totally male dominated athletic activities. With the advent of collective bargaining, college calendars are negotiated with faculty unions and have fall quarter classes starting in very late September or early October. The football season starts in early September. Half the season and half the home games are played without a student body - students have not registered and the classes have not started. If students are not at the games as spectators and the bleachers are nearly empty, for whom are the community colleges playing the games?

If community colleges are going to provide intercollegiate athletics, should they not emphasize lifetime sports which are consistent with the life-long learning focus of many institutions? These may not be football or soccer. These may be track and cross country which one can relate to jogging later

on in life, or tennis which people are playing well into their 50's and 60's. Swimming and golf also qualify as life-long pursuits for many adults.

There is a need for greater student involvement and greater diversification. Do community colleges need all of the big monies, big activities, and big win focus on intercollegiate athletics? What about intramurals? What about club sports? Is something being done for the students who cannot compete at the intercollegiate level? Are they not just as important? Maybe they are more important because there are certainly more of them out there. Also, athletics can be successful even if they are not spectator sports. Spectators do not have to line the fairways on the golf course when the golf team is competing in order for the team to be successful.

Program balance and diversification in intercollegiate athletics is both important and required. Title IX brought this into focus at many institutions since the mid 1970's. Lawsuits abound like the one filed in 1979 against Washington State University by women's coaches and female athletes who charged the school with failing to provide equal opportunities for women in intercollegiate athletics. For example, the athletic budget for men was $3,500,000 compared to $850,000 for women. That gives some indication of program balance and diversification. Needless to say, when the case was finally settled in March, 1982, the judge found that Washington State University discriminated against women.

The continuing focus on the traditional national pastime sports — male football, male basketball, and male baseball must be dealt with in a much more equitable fashion than has been the case in the past by male dominated administrations, boards of trustees, and athletics departments.

Community colleges with intercollegiate athletics programs need to insure that the student comes first, the athlete second. There is ample evidence of NCAA sanctions over the years, which shows a reversal of this concept at a number of institutions. Athletics needs to be an integral part of the total learning experience, not an overriding part of it. The "big win mentality" tends to put the athlete first and student second. Very few community college (male) athletes make the pros. So what kind of athletes do community colleges attract? Are they the athletes who could not make it at the university? Are they the athletes with some kind of flaw — not quick enough, two inches too short, a half-second too slow? Are they the athletes who could not make it academically?

The December, 1981, "American Council on Education Self Regulation Initiatives: Guidelines for Colleges and Universities" give special attention to academic integrity and athletic eligibility. These guidelines focus on the coach as an educator, who is responsible for athletics, transcripts and test score reports, academic progress and academic advising, transfer of credit, transfer from two-year institutions, specially admitted student athletes, admission and academic performance, and the availability of policies and procedures. When questions arise concerning intercollegiate athletics at community colleges, these self-regulation guidelines should be used as a base for decision making.

Many community colleges have some type of booster organization if they are involved in intercollegiate athletics. Excessive boosting can plague a sports program at both the community college and university levels. For example, it recently made Wichita State University the most frequently penalized in NCAA annals. Recent revelations during the John Wooden period at UCLA and alumni association boosterism at Michigan State are other examples. The Michigan State University board finally put the alumni

association out of business and started a new one of its own.

Administrations and boards really need to "watch out" for those booster clubs. What is their proper role? Who are they boosting? What are they boosting? If they are using the college name as a part of their organization title (i.e. Northwest College Booster Club), are they using it wisely in all their activities, programs, and news releases? Some booster clubs try to set or influence college decisions and policies. They may try to tell you which coach to hire, which sport to add, and which procedure to adopt. It can really get vicious when an institution has to make a decision to drop one or more athletic programs! Men's basketball and football are especially sacred in the eyes of most booster clubs.

Another thing many booster clubs can be very good at is making end runs. If they cannot get what they want through the Athletic Director or Director of Student Programs and Activities, they may work over the Dean of Students or the Vice President of Student Affairs. If they cannot force movement there they might go to the president and eventually end run to the board of trustees and/or the media. In state community college systems the next end run is to the State Director or State Board and finally the Office of the Governor.

The pressure tactics and stress can be tremendous at times. A lot can be done through the media to wreck the image of the college or the professional stature of individuals in the college service area. Fortunately or unfortunately, much of the public relations visibility a college receives tends to come from male intercollegiate athletic programs. If the booster club gets "on you," they can do a lot to damage the public image of the college in the process.

Generally, who provides the leadership in booster clubs? The answer invariably comes back "old jocks" or "the big belly beer drinking crowd." Some are perpetual sophomores who have never grown up and continue to relive their youth through the booster organization. The focus is almost totally male sports oriented.

Many booster clubs have evolved over the years and there may be no agreement or formal written document between the college and the booster club, in spite of the fact that many clubs use the college name in their organization title. The administration and board of trustees must require a formal written agreement which clearly specifies the roles and functions of the parties to the agreement. A termination clause should be incorporated as a part of the agreement to be exercised by either party. If the booster club is sufficiently unhappy with what the college is doing or visa versa, either entity could extricate itself from the formal relationship. When the booster club starts working over the administration and board of trustees while using the college name in the organization title, it is time to exercise that clause.

Sometimes the money booster clubs generate or give to support intercollegiate athletic programs or student athletes may not be worth the time, the effort, and/or the problems they create. One also needs to be aware of the seamy side of booster clubs such as providing non-existent jobs in the community which athletes get paid for, use of cars and phones, under the table money for buying clothes and contraceptives and paying for abortions.

Staffing for intercollegiate athletics can pose some interesting personnel situations. A college does not necessarily need an athletic director in order to participate in intercollegiate athletics. Athletic directors are often too narrow in focus, "tools" of the old jocks, and individuals who have Mercedes ideas on a Toyota budget. This may throw things out

of balance and favor particular sports. If you have an athletic director, who is the head football coach, for example, football may benefit budgetarily and otherwise at the expense of other programs. Coaches in other sports often register complaints, causing dissention within the athletic department.

Traditionally, most athletic directors in community colleges are male. Therefore, it can cause quite a stir at the college and/or in the community if a female is appointed to the position of athletic director. The booster club will generally come unglued and the old jocks may go into cardiac arrest! In place of the athletic director position a college may consider a Director of Student Programs position. Other student programs like music and drama need fair treatment and special assistance, too—risers, microphones, sets, schedules, lighting, programs, travel, and the like. Athletic staffing needs to be balanced with other student program needs.

Hiring head and assistant coaches is becoming increasingly difficult in these times of tight budgets. Are these individuals teachers first and coaches second or visa versa? When you attempt to hire an English instructor who is also supposed to coach, do you hire the best English applicant or the best coaching applicant? More often than not, coaching receives the top priority with the teaching discipline receiving secondary consideration. Problems brought on by these employment decisions may not surface until years after the initial appointment. After this employee receives tenure as a teacher, he may decide not to continue coaching. Then what do you do about this individual you originally really hired to coach who no longer chooses to continue coaching? You can end up with a lot of former coaches on your staff who are tenured as teachers but who are second or third rate instructors. Is that how you really want to serve your students and community?

In addition to fielding teams, coaches have been known to pressure their teaching colleagues to give passing grades to athletes or change grades to raise the gradepoint average to keep athletes eligible. Transcripts have also been altered or bogus transcripts forwarded to a senior institution. Coaches and their accomplices may go to great lengths to keep good athletes eligible.

Recruitment is always part of the big win philosophy associated with intercollegiate athletics. Why is the out-of-district or out-of-state athlete better than the home grown athlete? Men's program coaches and booster clubs insist on going out and getting ("buying", may be more appropriate) athletes. This is really inconsistent with the community college philosophy which addresses serving the local community. Should one recruit at all?

Women's programs do not seem to be doing as much out-of district and out-of-state recruiting. Are they proving that it is possible to compete and win with local athletes? Recruiting costs money—phone bills, meals, travel time. And those colleges which do not recruit enter into unfair competition when they play colleges that do. Most leagues do not monitor recruitment nearly as closely as they should. Scouting, sending people from your college out to monitor another college's games is also costly. This is particularly prevalent in male athletics. Maybe videotapes or films could be exchanged. Scouting may not be necessary, but if it is, then film exchange appears to be a reasonable alternative.

Grants in aid and jobs for athletes are also a part of the "big time" athletics mentality. "You have to buy the horses—that's the only way to win." The grants in aid approach most often used in intercollegiate athletics is contrary to the approach used elsewhere in the community college. In athletics you give grants in aid for athletic ability. For the rest

of your programs, grants in aid are given for scholarship or need. Why are athletes treated differently? The same holds true on jobs—make work, phony jobs. Can athletes hold jobs after classes if that is when practice is held? Can they hold weekend or evening jobs if that's when the games are played? Are they dedicated to doing a good job on the job? Is it efficient, effective, and cost effective? Apparent differential treatment can become a source of controversy, resentment, and dissention within the college community.

Collective bargaining and master contracts have an impact on intercollegiate athletics since salaries, benefits, and working conditions for coaches are included therein. Is there a negotiated stipend salary schedule from which head and assistant coaches are paid? Is released time given? If so, how much is it costing the college? One-third released time translates to $10,000 plus benefits at many institutions today. Released time costs money and is generally more expensive than most people realize. Equal pay for male and female coaches is often discussed in collective bargaining. Should the head female volleyball coach get paid the same as the head male football coach? If not, why not? Should male program coaches get paid more because they do more recruiting, more scouting, and play more games? And why is it satisfactory to have male coaches for women's programs, but unsatisfactory to hire female coaches for men's programs? Why the double standard in this modern era? Coaches should be employed on a year to year basis with no expectancy of continued employment. That allows the college to avoid issues relating to tenure in coaching positions and provides for yearly decision-making on programs.

State and locally imposed limitations and restrictions affect intercollegiate athletics. Budget cuts and staffing freezes reduce institutional flexibility. Some states have deleted state support for physical education programs, the instructors from which generally form the pool of coaches at many institutions. Other states will not allow state capital construction funds to be used to build community college spectator gymnasia and swimming pools or purchase land for play and practice fields, tennis courts, tracks, and parking lots. Budget reductions and staffing freezes have caused both men's and women's athletics programs to be reduced or to vanish at a number of community colleges.

A board may appear to be more interested in intercollegiate athletics than in the main academic programs. Boards generally spend more time debating dropping a men's basketball program than on dropping a Residential Construction and Remodeling Program. Does board interest in athletics really reflect a broad student and community interest? Can the board handle the pressures—phone calls, letters, picketing or boycotting of businesses, comments in passing—when it is making tough decisions affecting intercollegiate athletics?

With increasingly greater demands for scarce resources, concern is often expressed as to the proportion of budget funds being used to support intercollegiate athletics. If support comes from the student activities budget, fifty percent or more generally goes to support athletics. That is out of proportion to the support given to instrumental music, vocal music, drama, the college newspaper, student government, the artist and lecture series, childcare programs, and the like. Gate receipts from crowded football stadiums and packed gyms do not underwrite the costs of football or basketball, much less the total cost of athletics.

Costs for officials, supplies, travel, equipment, medical checkups, recruiting, insurance, and scouting are rapidly escalating. If you do not own your own practice and play fields or facilities, which is the case at a number of community colleges, rental and

use costs are skyrocketing. Energy costs have impacted team travel. In those sports where there are men's and women's teams, games should be played back to back to save travel costs. Under these conditions, the women must be allowed to periodically play the second game, not always being forced to play in the "j.v." or inferior first game position.

Another item that needs renewed attention is liability insurance and the cost thereof to cover court awards granted to athletes who receive injuries. Tort liability claim awards can run into the millions of dollars. For example, the Seattle School District was recently directed by the court to pay an injured football player $6,300,000. The district had a $5,000,000 liability insurance policy. The implications of judgments of this magnitude can be staggering for intercollegiate athletics in particular and college operations in general.

Finally, intercollegiate athletics would not have the stature it has in our society today if it were not for the strong support and emphasis on sports in the male dominated media. How many female sports writers or sports broadcasters can you identify in your local community? The male dominated press reports heavily on the big national pastimes—men's football, men's basketball, men's baseball. Women's sports either receive no mention in sports columns or they get small articles generally buried near the obituary column. The sports media can do much to enhance, tarnish, or wreck the image of the college. When the sports media goes after the board, the president, or a losing coach, the results are generally predictable—the media wins.

In summary, can a community college be a "true college" without intercollegiate athletics? Both the largest and smallest community college districts in the state of Washington lack intercollegiate athletics programs. Many community colleges have never started intercollegiate athletics programs as part of their operation. A large number have recently dropped intercollegiate athletics or dramatically reduced their emphasis due to reductions in resources. Where does your community college stand with regard to some of the questions raised concerning intercollegiate athletics?

A New Look at Collaboration Between Business and Industry and Community Colleges

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Editor's Note: This article is based on a presentation to the League for Innovation, June, 1980.

Presumably, all of us recognize the importance of cooperation between higher education and the business community. What's not so clearly understood, however, is how to secure the kind of commitment from the private sector which is increasingly needed to ensure the future of higher education in this country. This is the issue I'd like to examine.

Simply put, the underlying rationale for collaboration between business and higher education should be that the two sectors need each other. Some of the ingredients for a healthy and flourishing corporate America are:

- an educated and skilled workforce,
- consumers to buy goods and services,
- communities with a quality of life which is conducive to doing business,
- access to information and research.

Higher education contributes to all of these conditions. Education prepares people for producing and consuming lives. We know that level of education is positively correlated with earning power. And the more one earns, the greater his or her purchasing power. Education also enhances the quality of life in a community, which in turn makes for a healthy environment in which business can operate. And finally, college campuses are centers for information and research. For example, the Massachusetts Institute of Technology's services for industry include an Industrial Liaison Program for very large U.S. and foreign companies, and the MIT Associates for smaller companies. Taken together, these programs provide access to: faculty and library staff, invitations to symposia and seminars, research findings and publications, and library privileges.

Conversely, the higher education community needs the business community. Higher education cannot exist solely to transmit culture from one generation to another. It must take responsibility for preparing its students for leading productive lives. To do this, higher education needs the inputs from business and industry as well as from the professions, to ensure that its education is relevant and appropriate. Funds and equipment are needed to conduct departmental research. Jobs are needed for its students and graduates. Financial support is also needed in order for institutions of higher education to sustain their basic operations and develop new or strengthened programs.

Given these reciprocal needs, the relationship between higher education and business and industry can be viewed as symbiotic—each needing the other to survive. In nature, symbiotic relationships are spontaneous. Two dissimilar organisms find each other and live thereafter in a mutually beneficial relationship. Each recognizes, whether primitively or through some higher-order function, that it has a stake in the other's existence. Hence the cooperation which follows is of necessity, not benevolence.

Unlike symbiotic relationships in nature,

cooperative relationships between higher education and business do not typically occur spontaneously, but rather, require effort on the part of both parties. However, the ensuing relationships, as in nature, must also be predicated on necessity. For only when business and industry perceive that they have a stake in the future of higher education will their cooperation be full and committed. Without such recognition, for example, a corporation is free to withdraw from a partnership if that partnership becomes too burdensome or no longer of benefit. On the other hand, if the corporation perceives that it has a stake in the partnership, then pulling out is no longer a viable option.

Let's now turn to the case of community colleges, and examine the nature of collaboration of these institutions with business and industry. Indvidual community colleges, I think, have done a superb job in developing and cultivating relationships with local industry. Perhaps this is because of the recognition on your part that community colleges, especially, can least afford to graduate the Edsels of our educational system—persons who are learned and acceptable in their own right, but nobody wants to hire them. I'm reminded of a recent program which was designed to recycle into business and industry, persons with Ph.D.'s in the humanities who could not find suitable work in their own fields. Ironically, while the program was in effect, the universities were maintaining the same curriculum, and still churning out persons with an unmarketable credential.

Getting back to community colleges, the array of liaison activities initiated with business and industry is truly impressive. For example:

- Advisory Committees consisting of educators and businesspeople,
- Exchange programs to bring instructors into the office place and businesspeople onto the campus,
- Apprenticeship and work-study programs to bring students into the workplace,

...to name a few.

To be specific, let me cite New York's Monroe Community College, which has established itself as a valuable asset to Rochester's business community. Its relationship with Eastman Kodak, in particular, is exemplary. Their interdependence is reflected by a number of programs and activities, too numerous to elaborate here. Let it suffice to say that Kodak relies heavily on MCC to train and educate its staff. In return, Kodak provides MCC with a Scholarship Fund, equipment, advisors and faculty, as well as direct contributions.

The question we must now address concerns the pervasiveness of this kind of collaborative relationship, and the general perception that business and industry have of community colleges. Does corporate America perceive the community college to be an institution vital to its interests? I don't know the answer to this question, and I don't know if many businesspeople know either. To my knowledge, there are no survey data available which assess the image of community colleges among business and industry. There is, however, an indirect way to measure at least one level of corporate interest in community colleges. Simply, we can look at corporate contributions to these institutions.

First, let me say a few general words about corporate philanthropy. Unlike private and individual philanthropy, corporate philanthropy is not a form of benevolent charity. Irving Kristol, in a 1977 *Wall Street Journal* article, stated the case very aptly in saying that, "Charity involves dispensing your own money, not your stockholders.' When you give away your own money, you can be as foolish, as whimsical as you like. But when you give away your stockholders' money, your philanthropy must serve longer-term interests of the corporations. Corporate

philanthropy should not be, cannot be disinterested."

Indeed, you'll find that a given corporation will tend to support those organizations, institutions, and causes which directly or indirectly enhance its image, contribute to the quality of its workforce or product, and/or serve its employees, customers, and community. Although not readily acknowledged, corporate contributions are also used to appease potentially disaffected groups, and further the personal interests of senior management and corporate directors. Thus, I think it's fair to say that corporations use contributions to further their self-interests.

Now, let's look at some figures. During 1979, total corporate contributions amounted to approximately $2.3 billion. The Council for Financial Aid to Education estimates that $556 million of that amount went to higher education, with four year institutions receiving $553 million, and two-year institutions receiving the balance of approximately $3 million. That means that four-year institutions received 184 times as much as community colleges! Put another way, community colleges received about one-half of one percent of all corporate contributions to higher education, despite the fact that 50 percent of all college students are registered at community colleges. Also of interest, is the fact that corporate giving to higher education has been steadily increasing over recent years, while corporate giving to community colleges has remained relatively flat.

How do we interpret this poor record? Two explanations are worth considering. One is that community colleges are not actively seeking financial support from business and industry, so very little is forthcoming. The second is that the colleges have not been successful in their bid for support, possibly because the corporate sector doesn't see a connection between its prosperity and that of community colleges. In other words, business and industry may not perceive that they have a stake in the well-being of community colleges, and so reject appeals for support.

Whatever the reason, the end result is that community colleges are missing out on a very important resource. While corporate support of higher education now accounts for only one percent of institutional budgets, this percentage is expected to rise significantly in coming years. You should also be aware that corporate philanthropy in general represents the most promising source of increased giving. Over the past ten years, private philanthropic giving climbed from approximately $1.8 billion in 1969 to $2.24 billion in 1979. During that same period, corporate giving climbed from less than $1 billion to $2.3 billion, exceeding that of private foundations.

Of particular importance is the fact that while corporations are allowed to deduct up to five percent of pretax net income for charitable contributions, the 1979 figure only approached the one percent level. If corporations had increased their contributions to just two percent, they would have doubled that of private foundations. Given the financial crisis confronting all of higher education, it would certainly be wise for the community college to think seriously about how it's going to get a bigger slice of the growing corporate contributions pie.

This brings us back to the issue of collaboration. If business and industry are working collaboratively with community colleges because doing so is in their self-interest, then it follows that business and industry should be willing to invest in your futures. A new way to look at collaboration, then, is to see that it is not only as purposeful in its own right, but as a vehicle for community colleges to generate that much needed financial support. Once business and industry have an ongoing relationship with community colleges, and recognize the value of your

institutions, obtaining financial support will be a lot easier.

Let me now share with you, a few general thoughts on how community colleges might go about building the kind of collaborative relationships with business and industry which are most likely to yield full commitment and support.

• **First, community colleges need to deal head on with what can only be described as an image problem.** While individual institutions have earned outstanding reputations, community colleges as a group tend to be misunderstood by many. For example, community colleges are often perceived as vocational schools, or worse, as pseudo higher education institutions. The general absence of entrance requirements suggests to many that community colleges are largely remedial in function, with those students doing well going on to "real" colleges.

While this may be so to some extent, the full range of community college programs which directly benefit individuals, communities, and businesses often go unnoticed. To illustrate as far as I've been able to determine, the most recent large scale attempt to inform corporate executives of community colleges took place in 1973 when the Council for Financial Aid to Education published, "Two-Year Colleges—The Current Phenomenon in Higher Education." In short, community colleges need to think as much about educating the public as educating students.

One way to accomplish this is through a program of promotional efforts, directed particularly at the private sector. This could be done at the local or national level. In any case, such an undertaking should be ongoing, not just one-shot events every few years.

On the substantive side, promotional efforts should emphasize the cost-saving benefits that community colleges provide to business and industry. For example, corporations can accrue savings through their tuition-reimbursement programs by encouraging employees who want to pursue four-year degrees to take as many transferable credits as possible at community colleges, which typically cost less than four-year institutions. Also, corporations can reduce expensive training costs by utilizing the training capabilities of local community colleges. Arguments of this kind will go a long way towards making such promotional efforts truly effective.

• **Next, in collaborating with business and industry, community colleges must try to *involve senior management* as much as possible.** This could be critical in light of two distinct disadvantages that community colleges face in trying to raise money from business and industry. Many corporations, if not a majority, have clearly defined policies which restrict contributions to private institutions only. The rationale is that public institutions are already supported by corporations through corporate tax dollars. However, corporate policies need not be fixed. Given compelling arguments, they can be changed. In fact, corporate coffers are frequently open to publicly supported institutions and programs, as long as the corporate self-interest is in some way being served. But only senior management can change or make exceptions to corporate policies.

This leads to the second disadvantage. Very few senior level executives are themselves graduates of community colleges, and as such, have little knowledge of, or fervor for, your institutions. Under the circumstances, there's little likelihood that senior management will go out of its way to ensure that support of community colleges is forthcoming. That's why it's essential to involve them as much as possible in collaborative efforts. This will give senior management first-hand knowledge of community colleges,

and hopefully an appreciation of their place in the community. The businesspeople currently working with community colleges can play an important role by keeping their management informed about the activities between the college and the company.

• **Finally, community colleges need a national forum to argue the legitimacy of their case for corporate commitment and support.** Ideally, such a forum should be comprised of business and community college leaders. Perhaps a group could be organized along the lines of the American Council on Education's Business Higher Education Forum. The Forum consists of 25 senior corporate executives, and 27 senior academic administrators. Its purpose is to collectively think through and address issues of common concern. Not surprisingly, of the 27 academic members, only one represents the community college. The point is that community colleges as an educational entity may benefit from its own business and industry forum, rather than merely being plugged into a broader-based forum which may not serve the unique concerns of your institutions.

Possibly, such a community college-business forum could spring from an existing base of corporate enthusiasts. I'm referring now to the sizable number of community college trustees who are from the business sector. According to a 1977 study of Community and Junior College Boards of Trustees, published by the American Association of Community and Junior Colleges, 1,205 or 34% of the trustees surveyed from the public institutions were business executives. Why couldn't a core of these trustees be organized to represent business's voice on behalf of community colleges? Such a group could not only help in generating support from the business community at large, but could also articulate the concerns of community colleges to legislators at all levels of government.

These general suggestions, taken collectively, are intended to better position community colleges in those endeavors to strengthen cooperative relationships with business and industry. The ultimate test of that strength is the degree to which the private sector will be willing to invest in your futures. If business and industry perceive the colleges' best interest to be in their best interest, then full commitment will be forthcoming. And as indicated earlier full commitment can lead to that much needed financial support.

In effect, what I've been talking about focuses primarily on the first two phases of a well-planned fund-raising effort. First is the **Make Contact Phase**. For community colleges, this means reaching out and letting business and industry know they exist and have something to offer. Next is the **Nuturing Phase** which involves the cooperative relationship itself—developing it into one which is mutually beneficial. This is also the point at which many organizations become fixated, never moving beyond into the next phase. To actually obtain financial support, **Solicitation** must take place. The point then, is that strong cooperation between community colleges and the private sector is a precursor to receiving financial support. If you want more out of the cooperative relationship, you'll have to ask for it. How you ask for it is the subject of another article.

Before concluding, I'd like to make one last point. Cooperation with business and industry should not imply competition among yourselves. While individual colleges are building relationships with the business community, it's important that community college organizations, such as ACCT and the League for Innovation, do the same. You will not necessarily be competing for the same dollars. Remember, the pie is getting bigger. In the long run, the future success of community colleges as an educational entity may depend as much on your willingness to cooperate with each other, as on the strength of your individual collaborative relationships with business and industry.

The Important Role of Community Colleges in Economic Recovery

Governor James R. Thompson of Illinois

Editor's note: This article is taken from an address to the ACCT National Legislative Seminar on March 1, 1983.

The dynamics of the marketplace and our economy at large are rapidly changing from an emphasis on basic industry to a high technology service and information-based society. It is real; it is profound; and it has arrived.

While the imprint of recession is still deeply imbedded in our thoughts and our plans, you and I recognize that simultaneous with the economic difficulties we endure, our nation, our states, and our major institutions are bordering on the brink of a new, exciting, and challenging era in the history of our country and the world in which we live.

The trends are not secret, but those who are willing to first recognize and then act upon these fundamental shifts are the real leaders, the real planners, the real entrepreneurs, and the real pioneers of the future.

For some, the challenges of an unknown future dredge up reactions of fear; for others it spells opportunity. And for that, I am grateful and honored to discuss and plan for this changing economy with you.

I think that if the entire spectrum of change could be fused into one thought, it is that our society is emerging into the new age of the chip. One tiny, micro, wafer thin silicon chip, less than the size of my fingernail...capable of holding millions of bits of information...that is comparable to a roomful of computers a decade ago, is revolutionizing society in unparalleled proportions. The enormity of that thought has been the catalyst for new developments, new products, new planning and thinking, even the way lifestyles are taking shape, and at a pace unprecedented in history.

Tremendous technological advances are being made so rapidly in today's "technology revolution" that we almost gloss over new breakthroughs read in the morning newspapers. Human heart transplants are making way for artificial, mechanical hearts that gave life to Barney Clark. Cancer treaters are making way for cancer researchers, who agree that the cause of cancer will be found as early as the end of this year, and that the disease will have a cure by the end of the century.

Space exploration is giving way to space shuttles like the Columbia, which take off and land as easily as the Washington-New York air shuttle. Soon it will be as cheap for E.T. to phone home as it is to call from Washington to Chicago, and television, a constant companion for our children, is giving way to home computers and video games like Pacman and Donkey Kong.

Children today are far advanced and far more comfortable in learning what our education failed to teach—the three C's in today's education curriculum: computers, computing, and communications. We are not far from the point where the two required languages taught in our schools will be English and computerese.

The result is that our schools need to

graduate not just educated adults, but trained adults, because, simply, the rapid changes in technology will help us manage the future only to the extent that its members are skilled in utilizing it. With no other audience is it more fitting, more timely, or more urgent to discuss these changes than you—the trustees of community colleges from across our nation.

We talk about the problem of unemployment that hangs like an unrelenting and stormy cloud over millions of working men and women. Yet many of us know that the beast, perhaps more than recession, is the fundamental structural imbalance in the make up and skills of our work force. It is ironic that at a time in history when this country is experiencing the highest rate of unemployment, many trade associations in the United States are reporting severe shortages of skilled craftsmen. But is it of little wonder?

We're getting to the point where the family automobile is becoming so complex that many can no longer do home repairs. Typists today operate word processors. New sources of energy require the most sophisticated of technicians. And even sewage treatment plants are in need of competent well-trained, technical managers.

More than just shortages of jobs, we also have a shortage of skilled workers—a competency crunch which means that unless we can provide the miracle of modern maintenance, we won't be able to keep up with the miracle of modern science.

To keep up, we need to keep pace with an available pool of trained workers. Because even for workers today who already are employed in solid jobs, it's becoming inevitable that no one will remain in the same job or occupation for life. In fact, retraining from all corners of the work force will be sought repeatedly throughout the lifetime of our generation and those to follow.

Already, businesses not only provide basic skills education to workers, but also spend millions of dollars in employee education. I.B.M., for example, spends $500 million annually just to train and retrain workers—a service that just as easily could be delivered through local community colleges, and probably more efficiently, more comprehensively, and at a lower cost.

As a major catalyst to promote this need, governments—particularly at the state level—are identifying the need to work more closely with education, business, and communities in forming a more cooperative and efficient relationship.

To this end, perhaps one of the most significant changes among state governments in the past decade was a conscious decision to integrate internal economic development strategies into state policy. No longer are entities such as business, labor, government, education, local and state governments operating in a vacuum. Scarce resources and a common cause of economic recovery have thrown all organizations together as partners. It's happening in California, it's happening in Maryland, in North Carolina, and it's taking shape in Illinois.

Robert Webb, President of Illinois' Lakeland Community College, put it clearly enough, he said to me, "I don't know why it took this massive economic downturn to bring about a positive relationship between higher education, industry, and government; but I feel never again will education be outside the mainstream of economic development."

I agree, as Chairman-Elect of the National Governors' Association and as a Governor of a state of 11 million men and women. I hold excellence in education as a top priority. As a product of educational systems, as an educator in law, as the chief administrator of a $14 million budget, and as the father of a four-year-old daughter, I have worked to seek high standards in education in my state.

In these times of scarce resources, I am no stranger to tight budgets and dollars that must be streiched to the limits of their elasticity. I know how tough the battles to fund education can be; but I also know that battles are made to be won. I have worked hard to maintain the critical role education plays in the economic development of my state and this nation as a whole. To meet these growing demands, I recently launched a difficult campaign for increased revenues to support the vital link of education in the economic health of our country.

Without question, the final years of this decade and this century will be dedicated to the work of economic recovery. And central to any policy designed to boost the economy—be it at the local, state, or national level—must be education...the training and retraining of our workforce.

Community colleges have emerged as a pivotal, critical, flexible, leading partner in this national effort. They offer a major community resource of learning that is accessible, easily integrated with the community and business organizations, prime resources for training new job skills—all at a lower cost.

Community college trustees can take a leadership role in developing the kind of network we've created throughout our state. Our 52 colleges have emerged from their old image of advanced high schools to take their rightful place as a leading force in the economic development and recovery in our state. With more than 600,000 full- and part-time students in Illinois who have an average age of 27, today's student is more likely to be fresh out of a job than fresh out of high school.

Our nation's community colleges offer those extraordinary advantages that are virtually impossible at any other learning institution. They are an integral part of their community. They have the ability to identify employment problems that exist at the local level, both in terms of business needs and worker needs. Their curriculum is specially designed. It is flexible enough to accommodate the specific needs of local businesses and displaced workers. And they offer the advantage of tailoring courses specifically called for in their community workforce.

In Illinois, for example, some of the courses being taught this year are energy management, plastics technology, biomedical electronics technology, law enforcement, laser technology, and robotics.

In short, at no other time in their history have community colleges emerged as a leading resource for job training, retraining, and, perhaps most crucial, identifying future needs of business, labor, and the community work force. Recognizing this, last June I issued a 10-point "statement of expectations" for community colleges—challenges that need to be met by our colleges in order for them to serve most effectively as a viable resource in economic development.

We recognized, for example, that community colleges could play a leading role in communities by conducting business and industry training needs assessments; making presentations to national and international firms looking to expand in Illinois; working with business, labor, and local government in recruitment efforts; and acting as a front-line resource in training and retraining new employees at existing and new manufacturing facilities.

We've already instituted several measures to help meet some of these expectations. We recently opened a new field office of the State's Department of Commerce and Community Affairs on the campus of a community college. The new location not only will serve to increase the community's awareness of economic development, but will also strengthen the ties between the school and the agency in their partnership effort to promote business and industry in the area.

The Department, together with the Illinois Community College Trustees Association, has worked closely to develop a promotion brochure for distribution to businesses nationwide that promotes Illinois community colleges.

Another program we've started, which encourages teamwork efforts between the State and community colleges, is the Economic Action Task Force. The Task Force is composed of representatives from state agencies and the Community College Board who gather forces whenever there is a threat of a business loss, or when we are seeking to attract new business—and jobs—to Illinois.

Another unprecedented program I announced last fall is the Work Incentive or WIN/Community College Initiative. Under this pilot plan, ten colleges from across the state offer work/education courses for public aid recipients. Participants attend classes while earning their tuition by the work they perform. The objective is simple—to help participants obtain the necessary skills to pass the G.E.D.—and, they hope, land a job and leave the welfare rolls.

In another program announced in January, 19 community colleges were named statewide to receive federal grants to create or expand business development centers on campus. These centers will further strengthen the role the colleges now play in their local work forces.

In addition, last fall we created a high technology training assistance program to provide funds to help economically disadvantaged community college students pursue courses in computer sciences, data processing, and other high-tech related fields.

These are some of the steps we've taken in Illinois to fully use and integrate our valuable network of community colleges into the role of economic and job development. While more needs to be done, it can't all be accomplished at the state level.

The American Association of Community and Junior Colleges has made a very good point in a recent report that stated: "The missing link in this country's good intentions for economic revival is the lack of a national policy on employment development and training. We have a foreign policy, a monetary policy, a fiscal policy, but no national policy spelling out a long-range plan to utilize wisely our most precious resource—the human resource."

Since then, Congress has given us the Job Training Partnership Act, thanks to the hard work of associations like ACCT. This legislation is an excellent start, but it is only a start. I am confident that, like this group, our national leaders recognize the need for a coherent, coordinated national training policy, and, of course, adequate appropriations.

In Illinois, the State's general revenue fund provides resources for programs that help new or expanding firms offset their training costs. Both programs have been immensely successful, both in providing our firms with needed skilled workers and in inducing companies to locate in Illinois.

We are very enthusiastic about the potential and possibilities of the new Job Training Partnership Act, especially in view of the impact that community colleges can make. I believe that one of the primary benefits of this legislation is the emphasis on local input and administration. And it is, of course, here that the nation's community colleges can become even more instrumental in the economic recovery of this country.

We have already begun to implement a new displaced workers program under the provisions of the Job Training Partnership Act. In 1983, five regional dislocated workers

assistance centers will be established in selected labor markets throughout Illinois. Because the needs in high unemployment areas have reached a critical point, we are working as fast as possible to set up these local programs.

We have asked community colleges as well as other interested groups to establish these centers. We will soon see displaced workers getting the help they so desperately need—training, job search, and outreach assistance. This is a perfect working example of what can and will be accomplished when the federal government, the state, and community colleges team up to solve the problems of today's business world.

One out of every ten Americans is unemployed today. Yes, we have great hopes for the Job Training Partnership Act, but we need more. I am looking forward to the reauthorization of the Vocational Education Act. It, too, must be brought into the mainstream of the 1980's and beyond.

Now is the time to face new directions in vocational education legislation to compliment the forward movement of the Job Training Partnership Act. New language should emphasize what we have been doing, recognizing and encouraging the crucial role of community colleges in this nation's economic development. Business conditions in this country and the world have changed and it is time that federal legislation change along with them. Our training needs are crucial and they are growing. We simply cannot sit and wait for the situation to change.

I am heartened by the progress community colleges have made in Illinois—and in this country—especially in the last few years. Community colleges provide an extraordinary job training resource and serve as a natural link in our economic development plans.

To that end, we plan to continue our reliance on community colleges as an important skill training resource for existing firms, for new businesses, and for future business expansion, location, and retention projects, in Illinois and in the nation.

Evaluation of the Community College President

H.P. Van Cleve, Trustee
Forsyth Technical Institute
Winston-Salem, North Carolina

Most boards have thought or read about making a formal evaluation of their chief executive officer, usually, in the case of community colleges, the president. Our board, like others, briefly discussed the idea but never took any action. A year after his election, our new president came to me since I am chairman of the personnel committee, requesting an evaluation. He was completing an evaluation of all the personnel within the school and felt it was only appropriate that he too be evaluated.

As a member of the faculty of a medical school, I know that we are continually having to evaluate residents. For some years we have used a system where each evaluator evaluates the resident on certain characteristics on a scale from one to nine. The evaluator also has the option of checking the item not applicable, or perhaps, no opinion. The evaluator is also asked to make specific comments. These evaluations are then shared directly with the resident.

In modifying this format for the evaluation of a president, different characteristics were of importance and the ones we selected are listed on the accompanying form.

This evaluation form was then sent to each member of the board of trustees with the request that it be returned to me. An accompanying note stated that each board member's individual evaluation would not be shared with the president, but a compilation of data would be shared with him. I asked that the forms be signed so that I could tell who had failed to complete an evaluation. Even so, one member of the board elected to submit his evaluation unsigned.

Some experience is needed to interpret evaluation forms. Some evaluators never give top or bottom scores. Some tend to give the same score on most every item. What does become significant is the lowest and highest scores on each individual evaluation form. Usually the specific comments of the evaluator are the most meaningful part of the evaluation.

In summarizing the evaluation for the president, deviations from average scores by each evaluator should be noted. If multiple evaluation forms show the same deviation, this becomes very significant. The president should be so informed.

All the individual comments should be included in the official report to the president in a random manner with no identification of the evaluator. The chairman of the personnel committee should include in his report to the president a general summation of the individual evaluations.

For those of you who have never had an official evaluation, this can at times be a traumatic experience. At the medical school we as faculty asked our residents, 36 in number, to evaluate us one year. My evaluations came out very well, with the exception of one resident who gave me one's and two's on all items. I must admit that this bothered me, but bothered me somewhat less when I found that he had evaluated the chairman of the department with the same ratings.

Occasionally a comment will be made which

is destructive and not constructive and is completely irrelevant. I would suggest that if this happens in your evaluation that the item be simply deleted. One of the rights we do not have is the right to destroy another person's feeling of self worth. The purpose of an evaluation is a constructive one and is intended to help the person evaluated to be more effective. When an evaluation ceases to do this, it should be abandoned.

If there are too many negative feelings perhaps the time has come to replace the president. As an aid for the board in this direction, we modified our by-laws so that the term of the president when up for reelection would be for four years unless he had less than a 3/4 majority of the board. In that case he would be given a one year contract.

We had gone through a very difficult time at our school where the former president had a bare majority of the board. Had we used a regular evaluation system, such as that mentioned above, I think we could have resolved our problems more readily and with less pain.

EVALUATION OF PRESIDENT

LEVEL OF PERFORMANCE	UNSATISF.			ADEQUATE			EXCELLENT			N/A
1. Relationships with Board of Trustees	1	2	3	4	5	6	7	8	9	
2. Relationships with faculty	1	2	3	4	5	6	7	8	9	
3. Relationships with community	1	2	3	4	5	6	7	8	9	
4. Integrity	1	2	3	4	5	6	7	8	9	
5. Professional demeanor	1	2	3	4	5	6	7	8	9	
6. Reliability	1	2	3	4	5	6	7	8	9	
7. Administrative ability	1	2	3	4	5	6	7	8	9	
8. Communication skills	1	2	3	4	5	6	7	8	9	
9. Other	1	2	3	4	5	6	7	8	9	

PLEASE COMMENT: WHAT IS THE PRESIDENT'S GREATEST ASSET? WHAT AREA MOST NEEDS IMPROVEMENT?

_____

_____

Signed—Board Member _____ Date _____

RETURN TO: CHAIRMAN, PERSONNEL COMMITTEE

Future Delivery Systems in Workforce Development

Robert M. Worthington, Assistant Secretary for
Vocational and Adult Education
U.S. Department of Education

Editor's note: This article is taken from a speech delivered at the 1982 ACCT National Legislative Seminar.

Before discussing future systems, let me briefly comment on public vocational-technical education parts of our present delivery systems in workforce development. Public vocational-technical education is an enterprise including more than 19,000 institutions offering a great variety of vocational-technical education programs to more than sixteen million of this Nation's youth and adults, at a total annual investment of approximately $6.8 billion—local, State, and Federal funds combined. Less than $1.00 of Federal funds is contributed for each $9.00 of State and local monies.

These vocational-technical education programs range from introductory vocational guidance and pre-vocational experiences at the middle-school level to highly sophisticated technician training in technical institutes and community colleges, as well as in four-year institutions. Many of these programs involve close collaboration with business, industry, and labor—for example, many different types of cooperative vocational education, apprenticeship, and "quick start" customized training for new industries that contribute to both local and State economic development. Not the least of its endeavors is a similarly broad spectrum of special programs for the disadvantaged and the handicapped, as well as for the limited English proficient, displaced homemakers, American Indians, and others.

Let me turn now to future delivery systems in workforce development meaning, at the core, "How are we going to train workers in the years ahead?" Yet, even this elementary translation raises a host of issues: for example, who do we mean when we use the term "we?" Community colleges, alone? Obviously not—since there are other kinds of educational institutions involved, both public and private; and, there is private business and industry, which spends somewhere between $35 billion and $40 billion per year for various kinds of training. And there are the armed forces, which have yearly training budgets of approximately $12 billion. Suddenly, the subject becomes far more complicated than at first glance.

What exactly do we mean by "workforce development?" To a shop foreman, it may mean the retraining of employees in a set of specific skills needed to install some technological innovation. However, to educators, it may well denote an entire K-16 curriculum, as well as the wide range of personal and social skills implied by that word, "development." Certainly, the precise nature of the instructional goal—and there are many—makes a great deal of difference in the "delivery system" one must consider.

Then, there is the question—how much scope do we wish to assign to those two words, "delivery system?" Should we limit its meaning to those elements or things that actually "touch" the student? By this, I of course mean the instructional facilities, equipment, materials, and techniques. Or, is it equally pertinent to consider who is going to fund that "delivery system" and who is going to control or govern it? For

example, the return of governance authority to the States was a major consideration of ours in the development of the Administration's proposed Vocational and Adult Education Consolidation Act of 1982.

Finally, regarding the question of "scope", is it useful to consider future workforce delivery systems only in "national"—that is, general—terms, when the great differences among the States have already led to a multitude of different governance, funding, and instructional linkage patterns—and especially when three of four distinct sets of patterns may exist in a single State?

Let me turn first to the governance and funding dimensions of our future workforce development system—to see if current legislative initiatives give any reliable clues as to what those systems will be. One thing stands out rather clearly: both the Administration and—perhaps, to a somewhat lesser extent—the Congress seem to accept the dichotomy I expressed previously; namely, that both governance and funding shift quite drastically when the focus changes from institutional programs such as vocational education to the strictly skill training and retraining of adults already employed or available for employment.

As you are well aware, the President's 1982 "State of the Union" message proposed a "New Federalism" that would ultimately transfer all authority and responsibility—including financial support responsibility—for vocational education to the States, as part of a consolidation with adult education. While closer collaboration with the "private sector" is urged in various sections of the bill, the control clearly rests in the State's "public sector", and the concept of a single or "sole" State agency for the administration of both vocational and adult education is retained.

On the other hand, the new Job Training Partnership Act places even greater power in the hands of business and industry representatives, under the overall purview of the State Governors. While there is an eight percent set-aside for "State education coordination and grants", these monies are not channeled through the State Vocational Education Agency, necessarily, and are not earmarked for public vocational education. Generally, vocational-technical institutions are only considered as possible contractors—among other training resources—for projects designed and administered by "private industry councils" having mandated majorities of private-sector representatives.

During Congressional hearings and in other forms that preceded passage of the new Act, much was said concerning both past and future collaboration between vocational-technical education and "CETA-type" job training. Yet, the new Act contains only general references to such collaboration. While the new Act mandates overall representation from the public education establishment on private industry councils and on the Governors' State Job Training Coordinating Councils, representation from public vocational-technical education is merely mentioned in passing, as a possibility.

Before continuing with my argument, I should mention that this lack of emphasis in job training legislation, on public vocational-technical education does not necessarily preclude us from performing a major role in delivering program and support services. Should an individual institution want such a role, however, it must sell its services to its State Governor and influential private-sector officials.

Philosophically, this situation does not alarm me. It is consistent with this Administration's firm resolve, in both vocational and adult education, to transfer decision-making away from the Federal Government and back to the States and localities which have a much clearer perception of their needs and resources. In theory, then, I fully support this kind of approach.

However, given the realities of "turf" and politics associated with it—which certainly exist just as strongly at the State level as at the Federal—I am concerned that vocational-technical education might well not be utilized for these employment training programs to the full extent of which it is capable. I am further concerned that this Nation's "workforce development" may inadvertently be following the path toward a "dual system"—with all of its duplicated costs and inefficiencies. By this I mean—one system, vocational-technical education, funded and operated totally by the public sector; and the other, employment training, funded and operated totally by the private sector. This is a possible outcome I definitely do not favor—nor do I consider this kind of "black and white, never the twain shall meet" approach to be at all realistic.

During my testimony, in October of 1981 before a joint hearing of Senator Quayle's and Senator Stafford's subcommittees, I attempted indirectly to argue against any future "dual approach." My strategy for accomplishing this consisted of two parts. First, I described those changes—economic, technological, demographic, and in governance philosophy—to which any and all workforce development systems must adapt in the future, no matter where or how they exist. I then defined those "system characteristics" that, in my opinion and given these changes, would be most desirable. They are the following:

1. Broad Scope—The system must offer many different kinds of programs including those of considerable technical complexity.

2. Highly Flexible—Because many retraining needs will have to be answered within short time frames, the system will need the capability to gear up quickly and reshape itself with minimum delay.

3. Minimum Federal Cost—Given the great overall cost of addressing skilled workforce needs pursuant to the many demands anticipated, Federal dollars must generate much greater amounts of both public and private dollars. Clearly, the stability of public funding will be greater if guaranteed by existing State and local statutes.

4. Decentralized Operation—In order to achieve the flexibility required and to meet the governance requirements of this Administration, the system must show an established State and local structure requiring minimum Federal direction or supervision.

5. In-Place Training Facilities—The system should be "hard", in that training facilities are in place and immediately available, rather than having to be created anew, each time a different need arises. Secretaries Bell and Weinberger have exchanged letters concerning skill shortages in the defense industrial base and how vocational education might assist in easing these shortages. Secretary Weinberger clearly was interested in an approach that—and I quote—"would give us the potential of using an existing training infrastructure to meet our manpower needs."

6. Ability to Work with the Private Sector—The system will need proven capabilities to collaborate with private employers to mutual advantage, with established working mechanisms to achieve such collaboration. And, finally—

7. Experience in Training Special Needs Populations—Since expected workforce shortages mandate that all sources of potential skilled workers be tapped, the system must have on line instructional programs for reaching such sources—including the disadvantaged, the handicapped, the limited English proficient, and women choosing to enter nontraditional fields—and demonstrated capabilities to serve these special populations successfully.

Although, during the hearings, I refrained

from making this point explicitly, I implied that the impact of change and the necessity for developing these characteristics would inevitably move what now seem to be two separate systems closer and closer together.

Yet, I also was anxious to point out that—while vocational-technical education rates more highly in some of these characteristics than in others, and while it cannot, entirely by itself, meet all of the skilled workforce demands expected in the 1980's and 1990's—I was convinced that it is the only education and training system this nation possesses that comes reasonably close to meeting these requirements. The examples I cited emphasized vocational-technical education's "track record" in addressing national problems.

My message to those at the hearing was that, although I implied that we would be led by circumstances toward a "hybrid" system combining the public and private sectors, vocational-technical education provides an excellent foundation on which to build that "hybrid" system.

However, in many speeches throughout the nation, I have suggested that there are three vital areas to which all those who are involved in offering vocational-technical education must devote their efforts, if they are to remain "movers and shapers" of skilled workforce development in the future—whatever systems may take shape. These areas are: (1) improving program quality and technical scope; (2) increasing emphasis on retraining adults; and (3) establishing closer collaboration with business, industry, and labor.

In all three of these areas, I know of no segment of American education that is either positioned better or working more progressively than the community colleges. In the matter of responding to technological change—by which I mean the rapid advances in older fields such as textile manufacture and the development of new ones such as micro-processors, fibre optics, and robotics—one only has to glance through the course catalog of any fairly large community college to be impressed by the number and variety of sophisticated offerings. And, of course, community colleges place heavy emphasis on adult retraining because of their very nature and their long history of emphasizing programmatic flexibility, both in terms of content and scheduling.

However, it is in the third area—the key one of closer collaboration with the private sector—where I am most impressed with community colleges' efforts. You are already taking conscious and significant steps to move the public system of workforce development closer to that of the private sector—in fact, you already have programs "on the line" that exhibit characteristics of the "hybrid" public-private system that I see as the next step into the future of workforce development.

The National Center for Research in Vocational Education at the Ohio State University last year issued a publication entitled, *Sharing Resources: Postsecondary Education and Industry Cooperation*. I recommend it to you! More than 200 exemplary programs are listed; and 48 are examined in more detail.

Let me cite just one of these programs (among many) that illustrates the points I wish to make concerning closer collaboration with the private sector. This particular example focuses on the "Center for Industrial Development" operated by Calhoun Community College in Decatur, Alabama. This center, a unit of the technical college, develops customized curricula at the request of business and industry to meet specific technical or managerial training needs. Not only do private-sector representatives actively participate in planning programs, but industry contributes tuition and, on occa-

sion, classrooms, shop space, and equipment. Industry also encourages its personnel to apply for positions as part-time instructors. The college provides the organization and administration of courses and programs, instructional staff and support staff, audio-visual media, classrooms, shop space, equipment, and materials. Through this center, industry obtains training that is economical, in depth, broad in scope, and personalized to specific needs of that industry. The college realizes positive public relations and additional student enrollment and funding. The program also helps the college to keep abreast of new technological advances.

I might add that—in this case—industry conceivably might have put its needs "out on bid" in the form of a "request for proposal". In other words, it could have viewed the community college (or some other institution) purely as a vendor. If that alternative had been chosen, I do not believe that either the industry or the institution would remotely have approached the mutual benefits available to them under the "hybrid" arrangement actually chosen. True resource development requires more than a simple buyer-seller relationship.

There is another characteristic of future workforce development systems that is of great importance and to which I have already alluded. This is the ability to respond not only to change, but to national needs. The example I just cited concerned one of these—economic revitalization. Another, of paramount importance at the moment and for the foreseeable future, is defense preparedness. Partly, this is a specialized aspect of economic revitalization: helping to rebuild the nation's defense industrial base. However, defense preparedness also involves our vocational-technical education institutions in quite a different challenge and a very specialized kind of adult training or retraining: improving the skills of both active and reserve military personnel, as well as civilians employed by the military at military installations.

The entire area of defense preparedness and its implications for skills development are of great interest to the Office of Vocational and Adult Education. In August of 1981, I established a special OVAE task force to investigate where the various Federal agencies stood in dealing with the problem and how OVAE might best contribute to these efforts. We found that, while many persons are convinced that a skills shortage exists or is imminent, very little hard data are available. Partly, this is because the problem is so complicated that it can only be realistically addressed at the State and local levels.

Nevertheless, Secretary Bell initiated a correspondence with Secretary Weinberger of DOD which led to the joint sponsorship of a national seminar in the fall of 1981. The strategy of this seminar was to present working programs to a combined group of top military training officials, defense contractors, and vocational educators, among others; in other words, those decision-makers who could replicate these programs where they were needed. Twenty-one projects were presented that covered training for the defense industrial base, active-duty military personnel, reserve personnel, civilians employed by the military, and recruitment.

The seminar participants were most enthusiastic about these projects and their implications; but, of course, the seminar's real success must be judged on how many new projects result in the field. The two departments will be working together, under a new cooperative agreement, to facilitate linkages in the field; for example, by issuing up-to-date lists of local contacts, both in the military and in vocational and technical education.

By the way, I should add that community colleges were well represented at the joint seminar and contributed to many of the project presentations. These contributions

illustrate my claim that two-year technical institutes and community colleges already have the "ready-response" characteristic that must mark our workforce development systems of the future.

Collaborative relationships are desirable with other parts of the public sector, as well as with the private sector. To illustrate this, I can point out the significant work being performed by community colleges in offering adult basic education to military personnel, at military installations. This certainly is another important aspect of the workforce development.

Returning to my main theme—I have stated that various kinds of change are moving public and private workforce development systems away from separate existences and toward a single "hybrid" system. I also alluded to some lack of realism on the part of those who feel that either the public or the private sector could take over the whole task of workforce development. For example, given the rate of technological change and the skyrocketing costs of even more sophisticated equipment, how could this Nation's public—or proprietary—vocational-technical education institutions avoid obsolescence without private sector involvement and financial support?

On the other hand, how could small businesses—which contribute 80 percent of the Nation's jobs and 70 percent of its industrial innovations—undertake all of their own training, without public sector involvement and financial support? And what about agriculture and, particularly, the small farmers? What part of the private sector could take over the agriculture-related training and education now provided by vocational-technical education institutions and land-grant colleges?

Turning to another issue, is it fair to expect that Business and Industry—whose life-blood is profits—will or could focus on serving high-risk, high-cost segments of the future workforce (and, given population trends, we will certainly need them as active members of that workforce)? By this I mean minority youth, the handicapped, and inmates in correctional institutions, among others.

No—the only thing less realistic than hypothesizing a continuance of two separate workforce development systems is to maintain that either one could supplant the other. In fact, recent publications—one, a position statement by the Business Roundtable; another a study by the National Center for Research in Vocational Education—strongly suggest that Business and Industry value vocational-technical education's contributions to workforce development and do not want total responsibility for that development! No—the responsibility must be shared!

In this connection, another of our OVAE initiatives—the Task Force on the Private Sector and Vocational and Adult Education—is zeroing in on a special problem that requires an extension of vocational-technical education's heretofore "usual" relationships with Business and Industry. As is also the case with efforts such as Governor DuPont's "Jobs for Delaware's Graduates" program, this task force is exploring new ways of combining private and public sector resources to serve those youth and adults who cannot be reached by the public vocational-technical education system, alone. One of the possibilities being closely examined is a new type of non-profit corporation that would not only permit joint management of programs, but would also greatly multiply the resources available for expanding vocational-technical—a legitimate goal, but one not now emphasized because of difficult fiscal constraints that must be faced at all governmental levels.

Another OVAE task force, closely related to the Private Sector Task Force—Entrepre-

neurship and Vocational and Adult Education—is assembling and evaluating the great variety of such materials now available not only in vocational-technical education but also from other Federal agencies and the military; synthesizing these materials into forms more readily usable throughout vocational-technical education, at all levels; and, developing mechanisms for recruiting and using successful entrepreneurs themselves in helping secondary and postsecondary institutions to implement new curriculum modules.

The work of this task force has led to the joint funding and operation of a nationwide entrepreneurship education project by the Education Department and the Department of Commerce.

To complete the picture of how we, at the Federal level, are also attempting to meet the challenges of change, I should mention that we have recently expanded a small, in-house working group into an OVAE Task Force on High Technology and Vocational and Adult Education. This task force is looking at questions such as: How can new advances in computer and information technology be reflected in both T&I and Business Office Education programs? What parts of new technologies such as robotics are appropriate for vocational instruction? And, how can such new or revised elements of vocational-technical education programs be supported, in collaboration with business, industry, and labor? In many ways, this new task force will perform the "basic research" for the other three. We also intend that its products—as will be the case with all our task forces—will be packaged so as to be of maximum use to practitioners in the field. We have also just concluded a third-party contract that should contribute significantly to this work.

From what I have said so far, you might well assume that my candidate for the "workforce delivery system of the future" was the combined public-private "hybrid" system I have been describing. In fact, it is—but only as a *transitional* system. Not that there is anything "wrong" with it—but there is something else rapidly overtaking us that will make massive changes in that system, and in our educational institutions. We are in the early stages of a communications revolution. By this, I refer to the coming networks of cable television; low-voltage, low-cost T.V. stations; satellite systems; video disc players; low-cost home computers; and telephone data transmission via laser beams fed along fiberglass strands. Although I know that community colleges are in the forefront of those educational institutions beginning to use this new technology—I do not think that most of us are yet fully aware of the potential carried by the communications revolution.

While it would be reassuring to discuss the future in terms of systems concepts, I think we are headed into a region beyond this—into a kind of highly differentiated, customized kind of workforce development where the permutations are almost endless—where, in effect and perhaps in fact, each individual can custom-design his or her own system, unique in content and scheduling. In parallel, I can see a great variety of new funding mechanisms and sources—for example, the growing labor union practice of trading off wage increases for training benefits. In this kind of a situation, I am not sure that we can continue to talk of "systems" in terms of centralized governance and control. Naturally, there will have to be some kind of quality control, but I believe it will have to be objectively based, as opposed to organizationally based.

In the long run, what we may be facing is not only the spawning of new kinds of workforce development, but a melding of the two concepts of "education" and "work". The distinction between these two concepts has always been somewhat artificial. In the years ahead, it will be increasingly difficult to tell when or where one begins and the other

ends. With the advent of new information technologies, common to institutions, worksites, and homes, the two may become almost identical: education will be applied instantaneously to work; and work procedures and content will be organized for educational uses.

To conclude—I do not believe that the future of workforce development can be described in terms of systems. What I foresee is a set of what we would today call "system components", able to be combined—through the new technologies—into almost unlimited configurations, as quickly as needs change. What this will mean in terms of management, funding, and governance is difficult to predict. Inevitably, the mechanisms we now have must undergo change, as well. By this, I do not mean that educational institutions will disappear. All energy systems need a source—and, as I have already mentioned, I am convinced that our vocational schools and technically oriented community colleges are the most effective resource centers for workforce development. How they will be combined with business and industry—with private sector resources—perhaps on some new jointly owned and operated basis—remains to be seen.

Two final thoughts occur to me: first, our nation is competing with more rigid societies that, while technologically able, will stay with single, lock-step training systems. Because we are free, we will be able to use our own advanced technology to create the kind of flexibile, highly responsive, and individually selected workforce development that I have attempted to outline—and *this* may prove to be our decisive margin of superiority. Second, among all vocational-technical education institutions, community colleges have advanced furthest down the road leading to this new kind of workforce development.

Placing this second thought in the context of the first should give you reason for pride—and gives my staff and me reason for confidence about what we are trying to achieve in our own operations.

We at the Federal level will aid you in any way we can; and we will search out every opportunity to do exactly that.

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Vocational Education Re-Examined

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A society that puts equality ahead of freedom will end up with neither equality nor freedom. The use of force to achieve equality will destroy freedom... On the other hand, a society that puts freedom first, will end up with both greater freedom and greater equality.

—*Milton Friedman*
Free to Choose, *1980*

Among the major industrial nations of the world the United States of America persists in its continued failure to provide guidance, motivation, and skill to young people who, by reason of their vocational inclination and abilities, do not fit into a college preparatory mold.

America's academically oriented public educational system subtly downplays vocational education training programs. Perhaps vocational students can attain social equity with their academic brethren by an upgrading of the entire public vocational education infrastructure.

Vocationally interested youth, especially ages fourteen to eighteen, are not offered parity in curriculum decision-making with college bound high school students.

Many vocationally oriented students understand that their "next step in life" is to secure employment, but America's public schools are not designed to match their youthful enthusiasm; in fact, it is a case of the kids—young adults—being more mature about entry level work than their academic masters.

A comparison of high school curriculum of the nineteenth and twentieth centuries reveals more similarity than difference. Thus, the question arises for a skill-job bound student: Are our entry level employment needs adequately considered by academic curriculum designers?

Modern job markets require skills training; skills are not emphasized in America's high schools, by and large. Vocationally inclined high schoolers (aged 14 to 18) will enter their job market within a period of from six months to thirty-six months. They feel the pressure!

America has invested in a huge welfare industry which many unemployed youth have come to regard as a substitute for private sector employment. If a fourteen to eighteen-year-old student is inner-directed by vocational inclination, then we might assume that public education's function would be to direct such vocationally minded students to profitable employment by providing a proper curriculum format. Perhaps there is a link between crime (or student indifference) and failure by omission on the part of high school curriculum. By age fourteen, students understand, in practical terms, the meaning of "work ethic."

A research survey was conducted in April, 1982 at the Houston Community College System (HCCS) to ascertain those "trigger mechanisms" which cause or motivate students who are enrolled in vocational courses to make such a choice in the first place.

This study sought to identify determining factors which influenced students to enroll

in vocational courses. The influence of previous high school vocational experiences was of special interest.

In part, this study examined the perceptions that community college vocational students have of the availability of vocational courses on a high school level. It also gauged course desirability from a functional or practical view when these students were enrolled in high school. It was of special interest in this study to learn what perceptions community college students had of their own freedom to select curriculum while they were in high school.

In addition, this study examined the general problem of freedom of choice in secondary schooling selection as perceived by students in vocational education courses at HCCS.

More particularly, attention was directed in this study as to how students arrived into a vocational education process for career training, given a public educational environment that is academically oriented.

This study centered its attention on schooling choices from the view of students as consumers of education. Compulsory state administered education, with statutory entry and leaving ages and conditions, has been taken for granted in America for 150 years. Viewed from a vantage of freedom of choice, public schools in America are a special area of state authoritarianism in an otherwise free market economy.

In historical perspective, compulsory school education for minors was first introduced in England early in the nineteenth century as a reaction to child labor in textile mills and coal mines. However, in America, compulsory schooling became a political issue by about the 1830's on the grounds that an educated electorate might enhance democratic institutions, the argument ran, since citizens would be able to educate themselves to political issues of the day, then vote more rationally. This was the big issue in education 150 years ago.

The study focused on students enrolled in occupational/technical courses at HCCS. Two thousand students were randomly selected from various occupational/technical courses.

The courses selected for data collection were those offered at HCCS which correspond to similar vocational courses offered in public schools. Courses included: Cosmetology; Machine Shop; Radio & TV Service; Small Gas Engine Repair; Industrial Electricity; Welding; Auto Body Repair; Air Conditioning & Refrigeration; Automotive Mechanics; Appliance Repair; Drafting; Electronics; Graphic Arts; Photography; Commercial Art; Green Industry; Business Technology; and Office Occupations.

Conclusions drawn from 1,731 questionnaires, with an 86.5 percent return, showed that the majority of students enrolled in occ/tech courses at HCCS are males, between the ages of 17-28; the majority are high school graduates from Houston, Texas, who are seeking a new career, and were "B" students in high school.

As might be expected, students who are enrolled in occ/tech courses at HCCS are career oriented. Those students who had previous high school vocational education courses as well as those who had no previous high school vocational courses indicated that the most important reason for enrolling was for a "new career"; the second most important reason was for career "promotion."

Reflecting back on their high school days, students indicated that they were enrolled in high school vocational courses mainly because they "planned a career" in a particular occupation.

The second most important reason for enrollment in high school vocational classes was to learn a skill for "its own sake." Students previously enrolled in high school vocational courses reported that their vocational grades were mainly "A" or "B".

The main reason for those students who did not enroll in high school vocational courses was "too many other academic subjects." The second most important reason for their not enrolling in high school vocational courses was that, at the time, these students had "no interest in vocational courses."

Turning to respondents who are currently employed (and are students at HCCS)—these students were positive that vocational aptitude testing would have assisted them in career selection during high school.

Among the students questioned, those who are employed were more enthusiastic about vocational aptitude testing than unemployed students.

There were some notable differences between U.S. educated students and those from foreign education systems. The U.S. educated students indicated that they do not approve of school system authorities having the power to make assignments of school to students, whereas foreign students responded in a majority of instances that they were in favor of school system authorities being empowered to make assignments of schools.

With regards to recent educational innovations, students reported that for the most part that they would have selected a "magnet vocational high school" if they had been given the opportunity.

In addition, they responded two-to-one that they had no previous knowledge of "educational vouchers", but if given the opportunity, would have liked to have been able "to bid" on another high school of their choice.

The survey raises a number of issues that must be resolved by further study if America is to improve the quality of education in this vital sector—vocational education. These issues concern the smug acceptance of our public school system *status quo* and the role of free enterprise versus state monopoly in the delivery of education (Who can do the job best?).

Further Questions:

1. Are consumers of education, especially those vocationally inclined, likely to remain passive regarding the delivery of high school education from a compulsory state run system that oftentimes graduates a "finished product" unable to fit into entry level work positions?

2. Is compulsory education as we have known it for a century and a half still valid?

3. Must we continue to rely on such outmoded concepts as a belief that compulsory state public schools are "best for society?"

4. Are public schools still perceived by students and their parents as being important as a form of democratization through amalgamation?

5. Are not special pleas for egalitarianism (or levelling) in schools—especially grades 8 through 12—an argument to perpetuate public schooling as a tax benefitted monopoly dominated by a professional educator heirarchy preoccupied with job security?

6. Can the private sector deliver vocational education as well as, or better than, a compulsory, public educational system? Or, might accredited skill centers be developed by experienced, practical people?

Further studies might examine cost effective methods of vocational education, especially as they pertain to skill centers, schooling innovations, and methods of motivating

students not yet solved by traditional public school delivery systems.

7. Does America's broad base of educational consumers (taxpayers and pupils/parents) perceive that private ingenuity and free enterprise could reduce costs while providing more effective delivery of vocational instruction?

8. Has our educational system reached the limit of the ability and the willingness of its citizens to be school taxed further?

9. Can consumers of education be trusted to spend educational dollars in a rational manner? That is, can a "voucher" plan—or voluntarism—operate satisfactorily to consumers and taxpayers alike?

Conversely, if consumers of education today cannot be trusted to rationally and wisely spend their educational (tax) dollars for themselves, then we must assume that our educational process till now has been inadequate to prepare citizens for such decisions. If education is preparation for life and its decisions, then does it not follow that parents and extended families can also make free educational choices?

Certain steps can be taken to better prepare America's youth for their future in the workplace—especially if they choose not to be college bound. Voluntary vocational aptitude testing would go far to assist students and their extended families in making schooling decisions.

Schools around the nation are liberal in their academic testing, but do not offer vocational tests for students in the eighth grade. Grade Eight is a focal point in career decision-making. (Eighth grade students are fourteen years old.)

Finally comes the issue of educational vouchers—financial credits given to parents to spend as they themselves choose for their child's education instead of being assigned to schools. The majority of respondents in this study were unaware of educational vouchers. A national debate on the subject of educational vouchers has not yet occurred.

Complaints about America's educational system are more common than are solutions. Such a debate would air complaints and draw suggested solutions from the general public who would like to feel more involved as participants than as hapless clients in matters of educating their youth.

Moreover, questions regarding school vouchers—to be spent as parents like—need to find their way onto op ed pages of the public daily press rather than being confined to obscure, educational journals read only by educators.

Vocational training at the high school level need not be a phantom curriculum, considered less important than college prep education by public school administrators, themselves academics. May we presume that to mold our students after our own image is at times a fatal error committed by some parents and by most educators?

Vocational-Occupational Education: Is the Course Too Narrow?

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It is interesting to sit back and watch the trends in society. Skirts go from short to long and head back towards the knee. Ties once narrow become extremely wide and are now being trimmed again. Country music once frowned upon as hillbilly now occupies a position of prominence. Hair that was short in the '50s became long in the '60s, and is now becoming shorter again. These trends happen not only with physical appearance and wearing apparel, but also take place in politics, religion, the family and education.

Life's pendulums do swing, and once a pendulum begins movement in a direction, people jump on board to speed the force of movement. Many, however, if not most of these movements find their more desirable positions somewhere in between the possible extremes.

One also has to consider the forces motivating those who push the pendulums and cause the movement. For example, during hard times and periods of fiscal cutback there are strong tendencies to a "meat and potatoes" outlook on all aspects of life. This is only natural and is certainly predictable. In fact, it is desirable because such a tendency is one of man's protective mechanisms. It is akin to withdrawing one's hand from a stove because of the sensation of heat.

Movements remain desirable, however, only if the pendulums are not allowed to swing too far or swing too far too fast. On all fronts in the current societal climate the powerful and influential are pushing vocational and occupational education. The emphases are on job training, apprenticeship, business-industry councils, and high technology. Vocational education has become so popular that one article indicated that "vocational schools were getting respect." The article continued, "Vocational schools are able to attract growing numbers of people because they are uniquely geared to the real world of work—the 1980's equivalent of relevance."[1]

There is an old adage that a man wishes for his offspring a life better than what he had. This includes the ability to compete financially and the ability to meaningfully relate to the world in which we live. Are leaders not shortchanging students by narrowly prescribing the courses of study to purely job-oriented vocational and occupational education? This question is being asked in the context of the total community college spectrum of schools, not vocational schools. For example, Leslie Koltai, chancellor of the Los Angeles Community College District, is leading a national study on the two-year associate degree that community colleges confer. The March 7, 1983, issue of *Newsweek* says, "He wants to determine just what kind of education students receive. In many cases, it's not much."[2] Why is that the case? The answer is simple. Pure vocational education is not much education, if education at all. It's the kind of education we don't want "our" children to have; however, it may be acceptable for "someone else's" children.

Educators concerned with educating people rather than simply training them for work

are caught in the middle. The power structure continues the hard push for pure vocationalism, and those interested in such a path don't want to take any courses that are not purely vocational. Educators suggesting less hard-core vocationalism are pushed from both ends. Koltai indicates that barely 5 percent of the students of the Los Angeles District complete all the general requirements for a degree. Koltai and others believe that vocational students should be more well rounded. A welding student may be the best welder possible yet still be unable to relate to people, keep books, write an intelligent letter, carry on a literate conversation or explain to another the benefits of the free enterprise system. Does this mean that these people, including myself, are anti vocational education? This is not the case, but many educators are concerned about the sterility of the current push to job training and vocational education. That expert welder mentioned above is more than likely doomed to life as a welder. Upon what legitimate basis can he expect to improve his initial lot in life which may in fact be very good? He simply needs some other life tools which vocational education, as apparently currently conceived, cannot provide him. He is being shortchanged in the long run because of short run, high technology labor needs.

Are community college students beyond the need or desire for being well rounded? Some legislators seem to think so as the drums beat for job training and vocational education. Yet the students and colleges themselves may be ultimate losers. The November, 1982 issue of the *Community and Junior College Journal* relates:

> Community Colleges need to remember from whence we came and why. Our real success came from a wedding of two educational movements—the junior college movement and the trade school movement. Neither of these movements was by itself very successful. The trade schools did not gain large scale community or student support and neither did the junior college. It was when these two were combined in the comprehensive community college that both began to flourish. These new "people's colleges" gave a real boost to vocational/technical education. Students came because they wanted to attend *college*. Many would not be seen in a trade school, even though the courses were in some cases the same. The junior colleges benefited because they were now not second rate liberal arts colleges or "high schools with ash trays" but legitimate new institutions where students came to take advantage of a variety of majors. We became a truly unique institution of higher learning. We fought hard for our identity and our colleges grew and multiplied.[3]

Some people would convert community colleges into job training schools; however, the real issue here is not the colleges, but the students. Robert Worthington of the U.S. Department of Labor says, "More and more kids are opting to get a job first and culture later. I can't say I blame them. But we still need to encourage young people to be well educated, to know history and to use language well."[4] Culture is not the right concept in this case. Community college students are not going to receive a liberal arts education (culture), but they should receive certain basic life skills without which they are likely to be relegated to the "pay checks of pure vocationalism" for life.

Curricular courses are not the only ones subjected to this "vocational scrutiny." Educators get tired of the rhetoric about cake baking and basket weaving courses being taught. If a course is not vocational education, it seems immediately unworthy. Non-vocational courses must seemingly be either totally self supporting or the students who take them are subjected to charges double or triple what the vocational student pays. Yet the people who take these courses pay

taxes also. Does not their "educational vote" count? Do not these courses actually enhance life as much as vocational education? A February, 1983 article relates:

> In weighing the budget for community colleges it would be well for legislators to remember that the housewife who has packed a lunch for the industrial worker husband for 20 years, and is doing the same for son and daughter and daughter-in-law is fully entitled to get some state support for her to read or write some poetry, paint a beautiful picture or write a short story. How is it that these became frills? If she has been an industrial sewing operator, a refreshment of spirit in a night course is all the more welcome.[3]

Surely job training and vocational education should be the number one priority, *but not the only one.*

> We hope the emphasis on quality of life will balance the cry for electronics technicians, emphasis on mathematics, sciences and technology. True, they are needed and the basic emphasis on math and science to make such skills more easily attainable must be given more emphasis in our schools. However, not all persons will fit into these niches. Even if they do, the skilled technician will also need to know the art of living as well as making a living.[4]

Community colleges have a prime responsibility for quality technological instruction, but to limit these colleges to that type of instruction is to ignore the most exciting and rewarding aspects of the community college movement. As the pendulum swings hard in the direction of vocational education, some balance should be maintained in educational menus. As indicated earlier, the most profitable position is somewhere between the extremes of liberal and vocational education.

I would hope to protect my children from a "liberal education" whereby they would have no specific skills with which to make a living, and, at the same time, protect them from a pure high technology experience (it's hard to call it education) that would preclude their formal exposure to some of life's most meaningful lessons. Moreover, if the rosters were checked, one would probably find the children of those clamoring for "pure job training and high technology" enrolled in more genteel educational endeavors. The pendulum is swinging in the right direction for today's economic climate, but we owe it to the students to ameliorate such enthusiasm for vocational education with a little common sense relative to other necessary lessons of life which have nothing to do with vocational education, job training, or high technology.

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[1]"Vocational Schools Get Respect", *Newsweek*, 7 March 1983, p. 79, cols. 1 and 2.

[2]*Ibid.*

[3]Shawl, William F., "Are We Collegiate?", *Community and Junior College Journal*, Vol. 53, No. 8 (Nov., 1982), 11.

[4]"Vocational Schools Get Respect."

[5]Byrd, Lois, "Technology Is Not the Only Thing Needed," *Sanford Herald* (North Carolina), 19 February 1983.

[6]*Ibid.*

The Educational Implications of High Technology

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New advances in technology—in genetic engineering, in robotics, and particularly in computers—are transforming the lives of Americans in the home and the workplace. While the micro-computer has signalled the arrival of "high-technology" in the home, many observers believe that its influence in the workplace will be even more profound. Not only do industries producing micro-processors, robots, and the fruits of bio-technology promise rapid growth in sales and employment, but micro-computers and robots are also expected to transform other industries and occupations throughout the economy. One observer predicted that 40 to 50 percent of all American workers will be using electronic terminals by 1990 (Giuliano 1982, p. 152).

Government leaders, Republican and Democrat alike, see the growth of high-technology as one key to solving America's current economic problems. As President Reagan said in his state of the union message on January 25, 1982:

> But, as surely as America's pioneer spirit made us the industrial giant of the 20th century, the same pioneer spirit today is opening up another vast frontier of opportunity—the frontier of high technology. In conquering this frontier, we cannot write off our traditional industries, but must develop the skills and industries that will make us a pioneer of tomorrow.

Business leaders have echoed this sentiment, calling upon the educational system to make the changes necessary to provide enough skilled workers to fuel the growth of high technology. As Steven Jobs, co-founder of Apple Computer, recently stated: "A massive retraining effort by government and private industry could alleviate the problem of job skill obsolescence created by the expanding computer industry" (*Stanford Daily* 1983).

Educational policymakers have proposed vast changes in the educational system to respond to these challenges. The proposed changes are based on the belief that our high-technology future will require workers with more sophisticated job skills. A recent publication from the Education Commission of the States (1982) exemplifies this widespread belief:

> Occupational growth throughout the 1980's is projected to expand most rapidly in the higher-skilled, technical occupations. Tomorrow's workers will likely need improved skills in the selection and communication of information. Many of today's skills considered to be of a "higher" level are the potential basic skills of tomorrow (p. 1).

Such beliefs have prompted proposals to upgrade math and science education in our nation's secondary schools, to place computers in all elementary and secondary schools, and to generate $1 billion in new support for high-technology education (Botkin, Dimancescu, and Stata 1983).

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Photographs courtesy Stanford University News and Publications Service.

These concerns are based on two assumptions. First, future job growth in the United States will favor professional and technical level jobs—such as engineers and computer programmers—that require considerable education and sophisticated training in computer related areas. Second, high technology will upgrade the skill requirements of existing jobs because workers in those jobs will work increasingly with technologically sophisticated equipment, such as computers.

Despite the widespread propagation of these assumptions, both are contradicted by the available evidence. Neither will most new jobs be in high technology occupations, nor will the application of high technology in existing jobs require a vast upgrading of the skills of the American labor force. To the contrary, the expansion of the lowest skill jobs in the American economy will vastly outstrip the growth of high technology ones. And the proliferation of high technology industries and their products is far more likely to reduce the skill requirements for jobs in the U.S. economy than to upgrade them.

In the remainder of this article we will examine the two common assumptions about high technology and the supporting evidence in greater detail. We will then discuss the educational implications of our high technology future.

Future Employment Growth

To what degree will high technology jobs dominate future employment growth? Accurate predictions on the composition of future employment depend on the analysis of a large number of factors. These include such influences as economic growth, labor force demography, foreign trade movements (many of which are influenced by changes in international exchange rates), technological breakthroughs, and decisions of multinational organizations with respect to the international rationalization of production. Many of these factors are difficult to predict, in themselves, because they are subject to a large number of political and economic vagaries on a world scale.

While no methodology is likely to provide completely accurate results, those that consider a large number of pertinent influences are likely to be superior to simple extrapolations or other uncomplicated projections. In this respect, the estimates of the Bureau of Labor Statistics (BLS) of the U.S. Department of Labor represent some of the most refined attempts to project the growth and composition of future employment.

Since the 1960's BLS has periodically conducted a series of projection studies based on an economic growth model. Over the last two decades "the methodology has been continually modified to include greater industrial detail, other models, more rigorous analytical techniques, a more automatic system for processing calculations, and broader coverage including labor force and occupations in the current version" (Oliver 1982, p. 1). The methodology incorporates a number of assumptions about growth in the labor force, economic output, and productivity. Further, in order to allow for uncertainty, recent projections—for the year 1990—are based on three different scenarios regarding the growth of these various factors. The more optimistic projections assume high growth rates in economic output and productivity, while the more conservative projections assume lower growth rates.

The employment projections are based on occupational employment patterns within detailed industries in 1978, projected employment patterns within these industries in 1990, and projected total employment within each industry based on the economic projections. It is important to note that employment growth refers only to new jobs that are added to the economy rather than job openings. Job openings will be much higher. BLS estimates that employment growth will

account for only one-third of total job openings between 1978 and 1990, with the remaining two-thirds due to the replacement of workers in existing jobs who withdraw from the labor force because of death, retirement, or other reasons (U.S. Bureau of Labor Statistics 1980, p. 6).

We will limit our discussion to employment growth due to the projected creation of new jobs using the BLS figures based on assumptions of modest growth rates. According to these figures, employment will increase by 22 million or 23 percent between 1978 and 1990 (Table 1). The fastest growing job categories in relative terms—percentage change between 1978 and 1990—includes a number of high technology areas. This projected expansion has apparently led to the commonplace assumption that aggregate job growth will be biased towards high technology occupations. Of the five fastest growing occupations, three—data processing machine mechanics, computer systems analysts, and computer operators—deal with high-technology products. Employment in these five occupations is projected to increase by over 100 percent, more than four times the employment growth rate in all occupations.

Such percentage changes are misleading, however. The total number of new jobs generated in these and other high technology occupations will be vastly outweighed by employment growth in other areas. Slower growing occupations with a large employment base are expected to contribute far more jobs to the economy than high technology occupations. Of the 20 occupations that are expected to generate the most jobs in the economy during this period, not one is

Table 1
Employment and Employment Growth in the Fastest Growing Occupations: 1978-90

Occupations	Employment (thousands) 1978	1990	Employment Growth 1978-90 Percentage Increase	Number of Jobs (thousands)	(percent of all occupations)
Fastest relative growth[a]					
1. Data processing machine mechanics	63	156	148	93	0.4
2. Paralegal	28	66	132	38	0.2
3. Computer systems analysts	185	384	108	199	0.9
4. Computer operators	169	317	88	148	0.7
5. Office machine and cash register servicers	49	89	81	40	0.2
Total	494	1012	105	518	2.4
Fastest absolute growth[b]					
1. Janitors and sextons	2585	3257	26	672	3.1
2. Nurses' aides and orderlies	1089	1683	55	594	2.7
3. Sales clerks	2771	3362	21	591	2.7
4. Cashiers	1501	2046	36	545	2.5
5. Waiters/Waitresses	1539	2071	35	532	2.4
Total	9485	12419	31	2934	13.3
Total, all occupations	97610	119590	23	21980	100.0

[a]Based on the percentage increase in the number of jobs created

[b]Based on the number of new jobs created

Source: Carey (1981), Table 2

related to high technology. As Table 1 shows, the five occupations that are expected to produce the most new jobs are all in low skilled areas: janitors, nurses' aides, sales clerks, cashiers, and waiters and waitresses. These five jobs alone will account for 13 percent of the total employment growth between 1978 and 1990. Only three or four of the "top 20" occupations in terms of total contribution to job growth require education beyond the secondary level, and only two require a college degree (teaching and nursing).

This picture is further reinforced by examination of individual high technology job categories. While jobs for computer systems analysts will increase by over 100 percent between 1978 and 1990, only 200,000 new jobs will be created. In contrast, there will be over 600,000 new jobs for janitors and sextons. In fact, more new jobs for janitors will be created than new jobs in all the five occupations with the highest relative growth rates. Consider another example: about 150,000 new jobs for computer programmers are expected to emerge during the 12 year period, a level of growth that is vastly outpaced by the 800,000 new jobs expected for fast food workers and kitchen helpers.

Employment growth for the economy as a whole will favor low and middle level occupations rather than higher level ones. While employment in professional and technical occupations is expected to increase by 20 percent for the twelve year period, this growth rate is lower than in either of the two preceding decades (Table 2). Employment in all professional and managerial occupations increased by 36 percent between 1960 and 1970, and 45 percent between 1970 and 1980. But it is projected to increase by only 28 percent between 1978 and 1990. Clerical and service occupations will account for 40 percent of the employment growth during this decade.

Many of the predictions of high growth of technical employment tends to be based on the fallacious assumption that high percentage growth rates for occupations are equivalent to high absolute increases in jobs. Other projections are based on industry surveys of future employment needs. For example, the American Electronics Association recently predicted 200,000 new openings for electrical and computer engineers in U.S. electronics industries between 1981 and 1985, based on a 1981 survey of anticipated engineering needs in major electronics

Table 2
Employment Growth by Major Occupation Group: 1960-90

Major Occupation Group	Employment Growth (percentage distribution) 1960-70 (1)	1970-80 (2)	1978-90 (3)
Professional and technical	30.0	22.3	20.3
Managerial	6.0	22.7	7.7
Sales	5.8	2.6	7.0
Clerical	32.9	21.0	20.0
Crafts	11.2	9.5	12.2
Operatives	7.5	1.8	10.0
Laborers	.7	4.8	4.8
Farm workers	-14.5	-.2	-2.6
Service	20.4	15.5	20.7
Total	100.0	100.0	100.0

Sources: (1)-(2) Rumberger (1983), Table 2; (3) Carey (1981), Table 2.

firms (Hubbard 1981). Predictions of employment decline in particular occupations are often based on similar techniques. For example, researchers at the Robotics Institute at Carnegie-Mellon University recently estimated the extent of decline in the number of machine operatives in metal working industries based on 16 employer responses to a survey on anticipated replacement of operative positions by industrial robots (Ayres and Miller 1981-82).

While such predictions may suggest future trends in employment growth, they are not based on a systematic analysis of the many economic factors that will influence economic and employment growth in these industries. Further, they do not provide an indication of employment growth for the economy as a whole. Accordingly, with all of the potential uncertainties underlying the BLS forecasts, we believe that they are superior to existing industry surveys and are supported by other government analyses such as those of the Department of Defense (Choate 1983).

In summary, government estimates suggest that employment growth will favor jobs that require little or no training beyond the high school level. Although employment in high technology occupations will increase quickly in percentage terms over this decade, the contribution of these jobs to total employment growth will be quite small.

The Impact of Technology on Existing Jobs

While the growth of high technology occupations will not have a major impact on overall employment growth in the foreseeable future, high technology will have a profound impact on many jobs in the economy. Increasingly workers in a variety of work settings will find their jobs altered by sophisticated computer technologies. Secretaries will work with word processing equipment; bookkeepers will use computerized, financial spread sheets; clerical workers in purchasing and inventory will apply their skills to automated and computerized record systems; mechanics will use diagnostic equipment employing mini-computers; and telephone operators will rely on computerized directories. But will the use of these new technologies require workers with more sophisticated skills?

In order to answer this question, it is necessary to examine how technology is applied in the workplace. The application of technology is part of a more fundamental process that has characterized production historically—the process of dividing work tasks into simplified operations that require few skills to perform. Through this process production tasks are fragmented into repetitive and routinized activities for which unskilled and low paid workers can be employed. This movement towards a minute division of labor was first advocated by Adam Smith in *The Wealth of Nations* and later refined by Charles Babbage:

> Babbage's principle is fundamental to the evolution of the division of labor... it gives expression not to a technical aspect of the division of labor, but to its social aspect. Insofar as the labor process may be dissociated, it may be separated into elements some of which are simpler than others and each of which is simpler than the whole. Translated into market terms, this means that the labor power capable of performing the process may be purchased more cheaply as dissociated elements than as a capacity integrated in a single worker. Applied first to the handicrafts and then to the mechanical crafts, Babbage's principle eventually becomes the underlying force governing all forms of work... no matter in what setting or at what hierarchical level (Braverman 1974, pp. 81-82).

Technology aids this process. The division of work tasks into component parts is often

accompanied by the mechanization of some of those tasks. For example, the assembly line adopted by Henry Ford early in this century, although first controlled by non-mechanical methods, was soon mechanized (Gartman 1979, p. 200). As technology advances, an increasing number of work tasks can be mechanized. Advances in micro-electronics, in particular, threaten to further fragment work tasks and contribute to the "deskilling" of jobs (Cooley 1983).

The process of fragmentation not only allows employers to lower their costs, but to better control the production process. The organization of work in the United States has evolved from a large number of small, local units into a much smaller number of large, hierarchical, national and international organizations. This transformation has been accompanied by more sophisticated methods of control (Marglin 1974; Edwards 1979).

Technology also aids efforts to control the workplace.

> Machinery offers to management the opportunity to do by wholly mechanized means that which it had previously attempted to do by organization and disciplinary means. The fact that many machines may be paced and controlled according to centralized decisions, and that these controls may thus be in the hands of management, removed from the site of production to the office—these technical possibilities are of just as great interest to management as the fact that the machine multiplies the productivity of labor (Braverman 1974, p. 195).

In the case of the automotive assembly line, for example, mechanization not only reduced labor costs but allowed management to more easily control the pace of production (Gartman 1979).

It is often asserted that while machines will increasingly perform tasks previously performed by workers, generally they will perform the most tedious and least skilled tasks. That is the most desirable and challenging tasks will continue to be performed by workers. Further, as automation becomes more widespread, with more and more workers using complex, sophisticated machines, they will need increasingly complex skills to work with them.

James Bright, a professor at the Harvard Business School, investigated similar claims more than 20 years ago. During the 1950's, Bright examined the effects of automation on job skill requirements in a variety of U.S. manufacturing firms. Contrary to the general assumptions that were as common then as they are today, Bright (1958) observed that the skill requirements of jobs first increased and then decreased sharply as the degree of mechanization increased.

> ...there was more evidence that automation has reduced the skill requirements of the operating work force, and occasionally of the entire factor force including the maintenance organization... automated machinery tends to require less operator skill after certain levels of mechanization are achieved. It seems that the average worker will master different jobs more quickly and easily in the use of highly automatic machinery. Many so-called key skilled jobs, currently requiring long experience and training, will be reduced to easily learned, machine-tending jobs (pp. 86-87).

Evidence for the United States as a whole support Bright's conclusions: aggregate skill requirements of jobs in the U.S. economy have changed very little over the last two decades despite widespread automation in many industries (Rumberger 1981).

Case studies that have documented the application of more recent technologies in a wide variety of work settings confirm this tendency (Zimbalist 1979a). For example,

many of the jobs in the printing industry, such as typesetting, press operating, and photoengraving, historically have required highly complex craft skills (Zimbalist 1979b). A series of technological advances over the last 30 years has enabled many of these operations to be performed by machines: first the introduction of teletypesetting machines in the 1950's took over many of the manual typesetting operations; then the introduction of computer aided phototypesetting in the 1960's took over the tasks of word hyphenation and line justification; and finally the introduction of video display terminals removed the tasks of composing from the press floor altogether (Zimbalist 1979b, pp. 107-109). These advances reduced sharply the skill levels of workers who remained in the newspaper composing room.

The computer industry itself, the heart of the high technology revolution, provides another case. Early computers, not only were large and expensive by today's standards, they required programmers and operators with fairly complex skills to use them (Kraft 1977; Greenbaum 1979). But as the technology changed, so did the tasks and the skills involved in their operation. Computer programming was soon divided into the more creative, skilled tasks—performed by computer systems analysts—and the more tedious, routine tasks—performed by computer programmers and coders. Programming itself became easier as computer languages evolved from high level machine languages to packaged programs to more "user-friendly," menu-prompted packages (Kraft 1977).

Advances made in computer software have meant that workers can use computers in a wide variety of work settings without any knowledge of computer languages. The new generation of office computers, for example, are specifically designed so that "no special computer skills are needed to operate" them (Giuliano 1982, p. 149). Moreover, office computers perform many of the tasks formerly done by secretaries, actually reducing the requisite skills of office work (Glenn and Feldberg 1979). Word processors can correct typing errors automatically by use of electronic dictionaries, so letter-perfect typing and strong spelling skills are no longer required. In addition, supervisors can monitor each operator's output and compare productivity among workers instantaneously (Glenn and Feldberg 1979; Arnold, Birke, and Faulkner 1981).

Computers and other products of the microelectronics revolution are transforming work in virtually all sectors of the economy, from agriculture to transportation to engineering design (*Scientific American* 1982). The future suggests that this transformation will become even more widespread and that technologies will become increasingly sophisticated. Machines will be able to perform more complex, mental tasks as more advanced software is developed. But the use of such sophisticated equipment will not necessarily require workers with more sophisticated skills. In fact, past technological advances suggest the opposite is often the case. The automobile of today is far more sophisticated than its predecessor of fifty years ago. Yet it is far easier to drive than yesterday's vehicle. Computers are far more sophisticated today than they were 10 or 20 years ago. But programming and using computers is considerably less demanding today, and many computer related jobs require virtually no knowledge of computers.

A related concern is that entire classes of skilled workers will disappear or be severely reduced in numbers as their jobs are replaced by robots or computer software. For example, robots could replace up to 3 million operative jobs in the next 20 years and potentially eliminate all 8 million operative positions—currently 8 percent of the workforce—by the year 2025 (Ayres and Miller 1982, p. 42). The widespread use of computer aided design (CAD) may virtually

eliminate the occupation of drafter in the not-too-distant future, a potential loss of 300,000 skilled positions (Gunn, 1982).

It is clear that applications of high technology can be used to enhance the quality of working life and the utilization of worker skills or to reduce them (Walton 1982). The outcome will depend upon how the technologies are applied and how employers use them. Past applications of technology in the workplace as well as present evidence suggest that future technologies will further simplify and routinize work tasks and reduce opportunities for worker individuality and judgement. Moreover, the displacement in jobs and the downgrading of skill requirements for most of the new positions will undermine employment generally, and especially the employment of skilled workers.

Educational Implications

Given the widely advertised view that high technology will dominate the demand for new workers and raise skill requirements of jobs, the usual educational prescription is that there must be a vast transformation of the educational system to provide the appropriate skills. It is assumed that rising skill levels for employment will require more training in mathematics, computer science, and technical applications for the labor force as a whole as well as an increasing number of workers with specialized training in these fields. Consequently, schools must adapt to these new responsibilities through major upgrading of mathematics and science curricula and teacher preparation. Schools also need to establish specialized courses of study in computer applications and programming in order to provide vocational training for high school and community college students in these areas.

We have asserted, however, that while some jobs will require these skills, the vast majority of jobs will not. Indeed, one of the major purposes and effects of high technology is to simplify or reduce the skill requirements for performing a particular work task. With the exception of a relatively small number of highly specialized positions for designing and implementing high technology applications, most jobs will not require higher skill levels. Industrial shifts and technological change may require different skills, but the preponderance of persons who are affected by such shifts will not need more mathematics or computer science. And, for significant numbers of jobs, the skill requirements that will have to be met will be less demanding.

Based upon these assessments, what educational policies are implied?

First, the general educational requirements for creating good citizens and productive workers are not likely to be altered significantly by high technology. Nonetheless, everyone should acquire strong analytic, expressive, communicative, and computational skills as well as extensive knowledge of political, economic, social, and cultural institutions. These aptitudes and knowledge are required for daily understanding and for having access to available social opportunities. To the degree that the present schools fall short of providing these results, they should be sought for their own sake rather than because of the claim that they are required for a high technology future.

Second, since we cannot predict in any precise sense which jobs will be available to particular persons, which jobs they will select from among those available, and what the characteristics of jobs will be over a forty year working life, it is best to provide a strong general education and an ability to adapt to a changing work environment rather than preparing persons for specific careers. Such adaptation requires a sufficient store of information about culture, language, society and technology as well as the ability to apply that information and acquire new knowledge as it is needed.

Accordingly, general academic and vocational preparation should be stressed, as opposed to specific training, especially for young students.

Specific job skills can best be learned on the job, if a worker's general background is sufficient (Thurow 1975). Recent surveys of both U.S. and British employers indicate that they seek new employees with a sound education and good work habits rather than narrow vocational skills (Maguire and Ashton 1981; Wilms 1983).

Third, if changes in work requirements tend to arise more abruptly and at a faster rate than previously, the educational system may need to establish new approaches that can respond more quickly and efficiently to training needs. It may require better ties with industry and should not exclude the possibility of more industry-based training activities. It should also be tied to a system of recurrent education, since workers will no longer be able to acquire a set of job skills at the beginning of their careers that will be useful over their entire work lives (Levin and Schutze 1983; Mushkin 1974).

In summary, the educational implications of high technology are that a solid basic education rather than narrow vocational preparation will become more important, not less important, in the future. This will require a strengthening of elementary and secondary schools in virtually all areas that require analytical and communicative skills as well as emphasizing a much greater commonality in post-secondary studies. The emphasis must be on providing a foundation that will enable people to continue to learn over their lifetimes as new knowledge is needed. This capability will also require a move towards recurrent education so that opportunities are provided over the career span to undertake new training and to move from declining occupations to expanding ones.

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Onward and Upward America— A Growing Role for the Community Colleges

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With unemployment close to 10% in America today, the community colleges are really undertaking "an opportunity" and "a challenge" to help train individuals, and by bringing high technology job training into the schools, helping to make America again more competitive in world markets. This statement of objectives I wholeheartedly applaud!

I want to thank the Association of Community College Trustees for undertaking to help increase productivity here in America. When one stops to think that there are over 1,200 of these colleges here in America, some 100 in Texas, what a tremendous power they can be. What a tremendous force they can be in helping train our newcoming workers into industry, in developing new techniques and new technology, and in improving productivity! It is interesting to note throughout the media the increasing interest which Americans are taking in trying to increase productivity, and cheering the fact that we are succeeding! I feel proud of the fact that I too, helped found the Productivity Center in Houston and that Jack Grayson has taken a great leading part in heading that institution, which is being very helpful today in our efforts to increase productivity in America.

Our community colleges can play a very important part in training workers in America. There are more than five million Americans now taking credit courses in these 1,200 plus community colleges, which will serve many, many of the learners; and many more taking "non-credit" courses. Many are taking the community college's courses to find jobs or to sharpen skills for a job they already have. What a creditable thing! As you trustees go forward in planning and managing the community colleges, look for ways of making them more useful to those in America who have need for the benefits that can come out of such efforts.

Over six and a half decades ago I found myself among the laboring people of America, working on a small ranch and farm in Victoria County. During these early years I formed some opinions and decisions which have stood me well. During the following years I watched America grow, particularly in its economic, production, and manufacturing facilities and techniques.

I have always tended to be a bit analytical and tried to find better ways to do the things that are being done. I am reminded of the laborer who had the task of cutting down trees. He used the old cross-saw method first and, as you know, felled a limited number of trees. Then came the power saw. This enormous productive step forward in the cutting down of trees enabled him to multiply his production several fold—due to improved technology. Hopefully he gained a good salary increase!

I would like to draw a parallel between what I witnessed when I first joined the labor force as a worker on a ranch in Victoria County, Texas, and what has developed since then. Among the laborers were many Mexicans and a few of us "hired" hands. We "hired" hands were supervisors and workers too. I shall never forget a young fellow my father employed who just came by the ranch and

said he needed a job. He emphasized he had just finished high school and one year in a mechanical college. Later I was amazed—as a matter of fact shocked—by the brilliance of this young man's mind. This was about the time of the first airplanes. This young chap was intrigued by the propeller as a method of pulling the plane through the air. He spent many hours pondering this question, frequently questioning me as to why a three blade propeller wouldn't be more efficient than a one; then why not a four blade propeller? This fellow spent hours thinking, developing formulas and building examples of his proposed propeller. One day he announced he was going to leave and try to get employment in an airplane factory. He later became a division head of the Hamilton Propeller Company. Although he is gone now, he became one of the top technical men in the airplane industry.

This case goes to show that in order to produce an atmosphere of increased productivity and increased economic gain, we must have freedom to act, freedom to think, freedom to cooperate, not just keep this young man as a "hired hand." We must think out new thoughts, develop new ideas, make new educational choices. We must become entrepreneurs and be willing to take risks. Let us profit by our successes and learn by our failures. This American "hired hand" with whom I worked in my youth has always been an inspiration to me. I followed his example of trying to do things better—trying to create new technologies and new goods. It has rewarded me well. I believe that all who follow the policy of trying to create an economic means for goods, for thoughts, for production and more capital, will contribute to the well-being of all citizens of America—and in most cases will be more than adequately compensated.

All throughout our lives there recurringly comes time for courage. Perhaps this is one of those times? Let us pull ourselves out of intellectual poverty. Let's have visions. Let's increasingly realize that, with courage and vision, all of our problems have solutions. Let us practice thinking, let us encourage others to think—always hopefully and courageously. This cannot be accomplished by wishful thinking, nor by sudden conclusions. It cannot be accomplished best by thoughtful application to the problems that face us. We can even resort to thinking the unthinkable. Then double check to see that we arrive at the right conclusions. Let us not overlook the value of re-thinking some of the things we have been doing, striving always to obtain improvements.

For decades America grew in its industrial might, and this certainly continued up until the end of the last World War! I recall so distinctly after the end of the war, while I was busily engaged trying to restore many of the oil fields of the world that came under my supervision, that during periods of thinking and philosophizing people frequently commented to me, particularly on the Far East, that the Japanese were smart and skillful but not creative. They could mimic and copy but not produce. This feeling prevailed for quite some time and then Japan, an island nation without colonies or extensive natural resources, became one of the leading world manufacturers of automobiles, of the highest quality, and greatest dependability, and lowest cost. Involved in this position was the achievement of a high degree of excellence in technology and productivity!

We Americans recently read in the newspapers that General Motors and Toyota had entered into a production agreement by which Toyota would join General Motors in a joint venture in manufacturing automobiles in this country. Toyota agreed to bring its advanced production technology, and further to teach our workers how to utilize these new facilities and techniques in order to increase productivity and lower costs to the American consumer. I for one want to commend General Motors for its wisdom in adapting itself to the changed conditions.

Moreover, the Japanese are to be commended for bringing to us, and making available to us, these technological advances.

I am sure you appreciate not only as much as I do, but even more, why General Motors found it desirable and profitable to make the move which it did in joining with Toyota in putting together an automobile manufacturing facility in Fremont, California. Additionally it is reported in the newspapers that a part of the plan includes the utilization by the joint General Motors Toyota producing venture to enroll and to train workers for a minimum of two years before going on to complex jobs. Here the community colleges can play, and hopefully are playing, an important part.

Some of you, perhaps, may have missed a recent announcement that General Motors was turning a portion of its technical training over to some 63 community colleges nationwide, and this is not by any means an isolated example.

As we look forward to the future and the broader and obvious improvements in productivity, and the technology to be gained by the utilization of these great assets of the community colleges, one must not overlook the fact that our ability to continue advancing is still threatened by those who continue as our competitors.

The question might be asked, "To what extent are the people in America aware of the potential assets not now being gained from the optimum use of the community colleges?" Public awareness of this fact hopefully could improve production in the long range!

Sources from within the Pentagon tell us that the Army needs at least 250,000 technicians to effectively staff the advanced weapons systems currently deployed among its reserve units alone. The Navy and Marine Corps are likewise shorthanded in a variety of technical skills. What greater place is there—what greater opportunities are there—than for these problems to be solved by our community colleges. Again: we need you.

The mood of America certainly seems to be changing. We have been living in an uncertain economic period over the past few years; but on the horizon there are signs in America, and elsewhere in the world, of an upturn in the economies of many countries. I believe it is sensed by many people today that there is a greater need for cooperation between management, labor and capital jointly to combine and work cooperatively. We thus can achieve a higher degree of success by utilizing high technology, and greater productivity methods. Let's fully dedicate ourselves to passing the fruits of this endeavor equitably to those who helped produce the goods, those who financed the operations, and by lower prices, to the consumer. All this will result in increasing wealth, health and happiness, not just in America but elsewhere in the democratic world. It is to be hoped that the trends which now seem to be emerging and the realizations that are now evident, of the benefits of increased productivity and improved technology, will continue, and that all in America will be the benefactors.

Might it not be wise for management to send a number of its members to be trained in the techniques and technology for producing goods and thereby becoming more familiar with the working conditions in the plant? Perhaps our community colleges can become leaders in this effort.

I should like to emphasize that in our competitive economy we should pay more attention to incentives: paying a person for production; paying a person for productivity; encouraging him to have an interest in producing more goods, creating more goods, knowing full well that he, too, will profit, and prosper by such achievements.

The role which now has been undertaken by the Association of Community College Trustees in solving our productivity and technological problems is a commendable one. The great assets invested in these schools can now be made much more productive. Let us, through the community colleges, reward and develop those people with unusual abilities, who have not seen fit, or have not desired, or have not had the opportunity, to go on and take higher education. Let us develop the policy of rewarding people who produce, the person whose mind is most productive. Let's encourage ability—let's encourage development of our skills. Let's bear in mind that without these skills, without this ingenuity, we will not overtake many of our competitors.

Let's work together—management, capital, and labor. And what better way could there be in developing this unity of effort here in America than through these existing community colleges; places to train and to build added technology, added techniques and added productivity?

In conclusion, as many of you would perhaps observe, I have been "retired or fired" from many activities since my sixty-fifth birthday 15 years ago, but happily I have found many new projects and activities to keep me a productive member of the "work force." Work, study, labor, and success, all are the essence of life's satisfactions and the "fountainhead for leisure and play." I am optimistic about a work force of willing, trained persons to help revitalize America's economy. I am optimistic about Americans' cooperation in all these phases in our future—particularly the near future. And I am thankful to the community colleges and the dedicated workers of the Association of Community College Trustees. The community college's role can be, and hopefully will be, a bright star in America's future economic development. Hence my theme—"Onward and Upward America"—with the added help from the growing role of the community colleges.

Tipping the Scales From Growth to Achievement: Community College Leadership in the Eighties

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Editor's note: This article is taken from an address delivered at the 88th Meeting of the North Central Association, Chicago, Illinois, March 21, 1983.

Three central issues subsume most of the problems community colleges confront under current conditions of fiscal constraint. The first involves the question of whom community colleges should serve. If the answer is everyone or the total community, as advocated by many community college leaders during the past two decades, there are no reasonable limits on the range of activities in which community colleges ought to engage. Under such circumstances, the emphasis tends to be on course enrollments rather than achievement and on program breadth rather than depth. The curriculum comes to resemble the "powder river," a mile wide and an inch deep. The alternative is to concentrate on a more limited range of activities with greater attention to program coherence and student progress. Faculty and administrators have been deeply divided on this issue in many institutions since the mid-70's.

A second major issue involves what should be done for those who are admitted. If the entire community constitutes the student body and all objectives of those attending are equally important, then there is no basis for limiting some activities to improve the quality of others. Producing the same product at lower cost during a period when inflation is causing costs to rise adds to the concerns of those who fear reductions in quality. Clearly, one alternative to serving everyone to some minimum extent would be to provide more extensive services to a more limited clientele.

A third and final issue involves who should pay for the services provided. If everyone deserves equal services, and all objectives are equally meritorious, then we should resist the attempts of legislators to set priorities for us through their differential funding formulas. This is, of course, what we have done as confirmed by the Breneman and Nelson study of community college finance. All of our courses have been designed to look as much as possible like whatever the legislature is funding at the highest level. In this way, we have tried to maximize both our enrollments and our income. Unfortunately, designing courses which confuse legislators and state agencies requires considerable artistic skill and the results may confuse our faculty and students about institutional priorities and standards as well.

Alternatively, we might argue for greater concentration on courses that are key elements of certificate or degree programs accompanied by careful differentiation of the purposes each course is designed to achieve, as well as prerequisites and standards of performance for those who enroll.

There are many who argue both sides of these issues and those who favor limits on clientele, services and public subsidies are not necessarily unsympathetic to the need to provide access. They are simply asking, "access for what purpose and at whose expense"; and I would submit that these are perfectly legitimate questions.

Those of us who were active in the movement to have community colleges become community based learning centers rather than colleges, in retrospect made two fundamental errors in judgment. We assumed that funding formulas guaranteed additional income, regardless of the number of students who enrolled, and that student numbers would translate into political support for enriching formulas to keep up with costs of inflation. A growing number of state systems provide evidence of the difficulties with the "unlimited resources for doing good" assumption. A survey we recently completed in Arizona, adds interesting insight to the assumptions about political support. We found part time evening students in community colleges did not favor tax support for many of the courses in which they were currently enrolled. On the average, they were more negative than state legislators on this issue.

Directions for the Eighties

Earlier I suggested there were objectives some people regarded as worthwhile, that could be pursued by community colleges without increasing their costs. These objectives address quality and student achievement, concerns which a number of national leaders have suggested will replace access as the principal focus of public policy in the 80's.

One such objective involves examining our definition of what it means to be open door. At one extreme, this philosophical commitment has been interpreted as requiring the admission of anyone eighteen years of age or older, along with an effort to treat those admitted as regular college students, in terms of such criteria as earning degree credit and remaining qualified for financial aid.

An alternative to current practice would involve redefining the open door so that admission was limited to those who were high school graduates, or who had successfully completed a high school equivalency examination. Such a policy would have two immediate impacts on community colleges. First, it would reduce costs by limiting the number of students eligible to attend. Second, it would reduce the range of academic experiences a community college was required to offer. Arguably, it would improve the quality for those who did attend by reducing the kinds of learning problems with which a given class was required to cope.

We might also consider changing some of the practices that currently characterize the educational program. In our efforts to serve students who attend part time, taking only a single course and who are not interested in pursuing a degree, we have reduced our emphasis on scheduling advanced courses required for graduation. In effect, we have allowed the overwhelming number of part time students to shape our programs to the extent that they no longer fit the needs of the full time or those interested in earning degrees, to the extent they once did. Under such circumstances, it is difficult to define, let alone evaluate, what constitutes appropriate progress. When our shifting emphasis toward the part time student is combined with grading practices permitting easy withdrawal, the effect is to create a self driven system in which individuals may continue to enroll forever without making discernible progress toward any of the objectives that led to the establishment of most community colleges during the 60's and early 70's.

One obvious alternative would be to emphasize program completions rather than course enrollments as the primary criteria for evaluating whether community colleges are achieving their objectives. An emphasis upon program completion would alter many priorities including those related to scheduling practices and student advising. If community colleges are in the business of providing opportunity with excellence, as suggested by our national organization, one

could argue that those who complete programs have more opportunities than those who complete a series of unrelated discrete courses. Of course, emphasizing program completion would require changes in funding practices but in the current climate, such changes are more likely than allocation of additional resources necessary to continue current emphasis on course enrollments.

If we limit admission to those who have achieved high school equivalency, we will eliminate the need to offer some of the developmental and remedial courses now in place. Given the relatively low demands of the high school equivalency examination, however, as well as the differences in competencies presented by high school graduates who have been victimized by social promotions, there will still be a need for remedial work. The question is with what objectives and for how long? If we assume that the most important reason an individual can attend a community college is to take advantage of the opportunity represented by completion of an occupational or transfer program, then it would probably make sense to return to an emphasis upon remedying deficiencies in academic skills as the purpose for all remedial work. As far as time is concerned, the former Carnegie Council studied this problem at some length in the 70's and suggested that colleges should establish what they termed a "foundation year" to provide students who entered with academic deficiencies an opportunity to correct them. If community colleges generally followed this practice, equated of course, to take into consideration the patterns of attendance for part-time students, they would simultaneously establish standards for student progress and limit the amount of their resources they would need to devote to the highest risk category of students admitted. Of course, this would increase attrition rates and reduce enrollments. However, it may be time that we faced up to the proposition that serving high risk students is risky business and that we should not expect the same persistence rates from this group that we would hope to achieve from those who do not enter college with a variety of academic deficiencies accumulated over twelve or more years.

All of these objectives involve establishing reasonable limits around the academic competencies of those served, and the range of educational programs offered to them. All of them equally represent practices common to community colleges in the early 60's. They are, if you will, strategies for determining where reductions should be made and applying them so as to emphasize the quality of the programs that remain, along with the intent that a higher percentage of those who are served will complete some program offered by the college. Clearly, when significant resource reductions occur, fewer students will be served. These strategies address the issue of where such reductions in service should be concentrated. Current practice, in many instances, tends to spread these reductions rather uniformly. The objectives identified above would concentrate these reductions among those with the least opportunity or the least interest in obtaining a degree or certificate.

Please do not misunderstand the preceding comments. I am not suggesting that these are the only alternatives or even the most appropriate ones. I'm only arguing with Selznick that in times of change, it is vital for trustees and administrators to reexamine the purposes for which their institutions exist to avoid the peril of leading them ever more efficiently in decline through the pursuit of objectives that are no longer of primary importance to the needs of those they seek to serve. Equally, I am not suggesting that the questionable practice of awarding degree credits for remedial work be ended. Reasonable alternatives must still be provided for the underprepared to correct their deficiencies, but the community college may not be the only, or even the primary institution that should address this problem.

Getting From Here to There

While you may not agree with the alternatives to current practice I have identified, most of you will concede that during times of contraction leaders have two important responsibilities: (1) They must seek greater efficiency in accomplishing current activities, and (2) They must maintain institutional integrity by evaluating the relevance of current activities to the shifting external environment. Carrying out responsibilities related to efficiency and institutional effectiveness leads inevitably to the use of planning defined as a process of changing the attitudes, behavior, and work habits of people, as much as identifying goals and pursuing them efficiently.

Planning, which considers the external environment as well as institutional goals and priorities, may be identified as strategic planning to differentiate it from the forms of planning in which we have always engaged. Consideration of the external environment implies above all, accommodation to the political process through which we obtain our resources. As well, it implies the internal use of political processes to reshape attitudes and behaviors and to cope with the conflict that reducing some to keep others strong inevitably produces. In a recent book, *Speaking Truth to Power*, Aaron Wildavsky calls for "joining planning to the political process." This is a reasonable definition of strategic planning.

In moving toward responsible leadership, we will need to emphasize staff development and evaluation, in addition to strategic planning. The place to start with staff development, is with administrators rather than faculty. Until administrators learn how to lead for effectiveness as well as efficiency, community colleges will have difficulty achieving the clear focus required to mobilize the collective support of their faculties.

Evaluation, of course, is the key to strategic planning and, therefore, is the first behavior trustees and administrators need to learn how to use in moving toward responsible leadership for the 80's. We need information about our accomplishments and we can no longer safely assume that if we ignore our failures, others will do so as well. The evaluation procedures must be visible and credible. The results should influence our planning process as well as our choice of staff development activities.

It may be appropriate to conclude by restating my initial thesis. There are things worth doing with less rather than more resources. The problems we confront will be solved one way or another and will appear as remote to those who lead community colleges in the twenty first century as Harper's Junior College seems to us today. The need is for historical perspective, a scarce commodity in institutions as recently established as ours. Our choices though are the same as those that faced the first small staff that came together in Joliet, Illinois, some eighty years ago this past Fall.

We can choose to be a part of the problems or a part of the solution. To be a part of the solution, trustees and administrators must learn how to lead by using appropriate strategies to re-examine the purposes of their institutions. Beyond guiding this re-examination of institutional purpose, trustees and administrators must ensure their strategies produce attitudinal change and commitment to new priorities, from a faculty often alienated by the pace and direction of change during the past two decades. For it is only by influencing the behavior of those they lead that trustees and administrtors can succeed in tipping the balance toward institutional achievement in the 80's.

Developing Programs and Policies to Better Meet Student Needs

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Educational re-entry is a harrowing experience for many adults. Away from formal study for five years or more, adults re-entering the educational system have limited knowledge of academic life and available resources. Yet they are expected to conform to an environment ill-equipped to serve the needs of older nontraditional students—an environment in which administrative policies, instructional methods and materials, support services and even attitudes are typically geared to recent high school graduates.[1]

With the decline of 18 to 24-year-olds, we must accept the challenge not merely to absorb adult students into existing academic programs, but to recast the total effort by the institution to integrate these students into the campus community.[2]

This will require change, however. Studies show that colleges resist changing academic practices; what little change does happen occurs more by external pressure than internal plan. Small innovations, usually the result of external pressure, dot the periphery of these institutions; rarely does reform or innovation of much magnitude get implemented.[3]

Although the literature contains much on needs assessment, Scipione and McDaniel,[4] make the following observations:

1. Considering that there are now as many as 1018 community/junior colleges in the U.S., only a small number (less than 10%) have reported any needs assessments to ERIC (Educational Resource Information Center.)

2. Long-range needs or studies into the stability of needs and interests over time have not been investigated or reported.

3. There is notable absence of any model or paradigm for facilitating the collection and interpretation of community educational needs data and for translating such data into objective institutional decision-making.

Many institutions have probably addressed the subject of needs assessment on a local basis, and have not published their findings. This leads to fragmentation of the total concept, the national picture. Institutions that are experiencing financial difficulty may have neither money, staff, or time to adequately pursue the needs of their market segments. Such a model would have advantages and disadvantages, but its collective existence would give breadth of knowledge as general characteristics emerge.

Needs assessment generally includes at least three target groups—the community, faculty, and students. Though input is usually sought from employers, many times that information is not coordinated through needs assessment. The "community" often involves only surveys of residents, rather than sampling employers, obtaining information from the Chamber of Commerce or economic development organizations. Assessment data once collected should periodically be updated. Scipione and McDaniel feel that studies should be conducted at two or three year intervals. This, of course, would be dependent on finances and staffing available. Such studies should identify existing student demographics as well as to

taxonomize the need of future target populations.

Several studies merit mentioning.

McDermott, in 1975, surveyed two-year college students in the State of New York. His objective was to taxonomize the need of the re-entry adult student sample. The following findings represent their general needs. They preferred lectures, relaxed and informal instructors who provided alternative assignments and retests, the use of audio-visual material, and the use of their input to design and organize courses. The last need represents their worth as an individual and the value of their opinion in the educational process. They had a need for high academic achievement, desired credit for life experiences, flexible attendance, and speedy registration procedures.

When comparing re-entry part-time to full-time, full time needs were similar to the younger student responses. However, the part-time adult had a greater need for longer class periods that meet evenings and weekends. Re-entry females also expressed a greater need for encouragement and reassurance, remedial and support services, and academic survival skill improvement. They showed a greater concern with grading policies and scheduling problems.

Rosberg sampled the Kirkwood Community College area in Iowa in 1981. "Enjoyment, distance of travel, cost, length of program, and availability were the most important items respondents considered in deciding to enroll in courses."[5] Of those not planning to continue their education, 50 percent said that they were too old, 25 percent said they had already completed their education. Those who plan to attend expect to be part-time and want night classes. They are older than the current student population. They intend to take classes for personal growth rather than to seek a degree. Eighty percent who plan on taking classes would prefer media based instructional delivery rather than traveling a greater distance to the main campus. Since this survey, Kirkwood has established a noteworthy microwave television delivery system.

Craig Wessel, 1979, surveyed Delaware County Community College (PA) students. His findings revealed that, in general, evening and off-campus students often expressed advisement needs, although they were less aware of how to obtain help. The three highest areas of expressed need were college transfer information, job information, and selecting courses. General school information was more important to evening students. This may indicate the era of consumerism and its importance with re-entry adults.

A survey of women students at Santa Ana College in California indicated they were more likely to be under 30 years of age, non-white, and have a lower annual income than community women. They favored morning or evening classes in three-hour time blocks. Their greatest obstacle to college attendance was cited as employment conflicts. Rosberg cited family responsibilities as the largest anticipated problem in enrolling.[6] This is interesting when one notes that approximately 45 percent of the households had three or more people in the household.

A survey in the Bronx Community College area in New York indicated that 33 percent of those surveyed did not select their college because it did not have the desired program. The major reason cited by the application processing center for not enrolling was, "that the financial aid they were qualified for was insufficient, that approval for financial aid did not arrive in time for registration, that they needed to earn an income, and that they could not afford the $35 fee."

The following unmet needs were identified by Darwin Schrage when he conducted a survey of Northeast Iowa residents, high school educators, students and staff.[7]

The lack of adequate funding deters the development of additional offerings. Innovative techniques must be pursued using state agency cooperation and the cooperation of business and industry.

The establishment of off-campus credit courses requires time and effort in development and implementation stages. The lack of funding also limits this development as well as the flexibility.

Approximately 30 percent of the respondents indicated that transportation needs would prevent them from attending. Car pooling coordination is currently being utilized. However, individuals in general seem to be as independent as ever in driving themselves to classes.

Approximately 20 percent reflected that child care would prevent them from attending. Child care facilities, beginning December 1, 1982, were made available at both attendance sites.

Thirty one percent of the students surveyed and 17 percent of the educators surveyed indicated that Northeast Iowa Technical Institute could be of assistance.

Recruiters are currently employed at each campus to provide students with information and to work directly with high school educators in providing them with usable information. Placement and follow-up data is currently published so that current information is available to interested parties.

According to placement officers, 1982 follow-up surveys indicated classroom and facility needs. Information from fiscal year 1981 and 1982 identified the following needs: the expansion of program offerings, equipment replacement, delivery modification of classes, services offered at nontraditional hours, adequate supply availability, economical housing, and expanded clinical facilities. The most significant request is the need for equipment replacement. Since the majority of funding for this need comes from the State of Iowa, and for the last two years no money has been appropriated, the need has reached crucial proportions.

The recession, high unemployment, reduced discretionary income, uncertainty of financial aid and limited funding resources all contribute to the trying times of institutions identifying and meeting student needs. Ingenuity and creativeness tax the mind as higher education tries to move forward or at least maintain status quo.

Conclusions and Recommendations

"Older students' attrition rate may well reflect their lower tolerance of institutional barriers and frustrations."[8] Unless community colleges actively pursue change, mainstreaming re-entry adults will not successfully occur.

The most significant barrier is adequate funding. Involvement of business and industry will be necessary to supplement current funding methods. Solicitation through institutional foundations will become necessary if graduates are to be employable in today's era of technological advancement.

If the most efficient student needs attainment is to be sought, the public, the employer, and the institution must work closely together. The complete cooperation of all three components approaches the ideal where the public can obtain the education required for the employer jobs.

This same functional approach can be utilized in the attainment of adequate funding to meet these unmet needs. Greater cooperation and coordination must be pursued by potential funding sources if higher education is to keep up with the supply and demand of potential students and employers, respectively. The power sources in public and private institutions of higher education

can be instrumental in both the attainment of adequate resources, and meeting the unmet needs. According to a survey conducted in 1964 and again in 1971, regents or trustees, and legislators are the most influential external groups. Students were perceived as the one group who experienced an increase in power over the eight year period.

These power sources should be called upon to assist in the obtainment of funding in meeting the needs of potential and current students seeking higher education. Prior to asking for institutional support several coordinated efforts must take place. The institutions of higher education need to coordinate and pool information so that the total picture can be viewed and any inefficiency eliminated. Competition must be de-emphasized, and cooperation emphasized. There is need for public and private, two-year colleges, proprietory schools, four-year colleges and universities. Yet, can all these institutions continue to exist by the inefficient utilization of funds in an era of limited or declining resources?

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[1]McDermott, J. M. "Servicing the Needs of a Non-Traditional Clientele: the New Resources Approach." *Liberal Education*, 1975, 61, 268-74.

[2]Mangano, Corrado, 1980.

[3]Lindquist, 1978.

[4]Scipione and McDaniel, 1980.

[5]Pealer, 1978.

[6]Rosberg, 1981.

[7]Schrage, 1981.

[8]McDermott, 1975.

Quality in Partnership

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Editor's note: This article is taken from a speech presented to the Peralta Community College District Vocational and Technical Teachers, Oakland, California, December 15, 1982.

Sometimes it is good to stop our world—to pause long enough to reflect on our past, in order to make some sense out of the present, if we are to make sensible plans for the future. But it's pretty hard to get our minds off the present, isn't it?

We live in frightening and perilous times—yet the thought of blowing up the world is secondary to our obsession with our daily survival needs and personal problems. We're looking at 12 million people unemployed in this country. There have been 20,000 business bankruptcies this year; 15,000 homeless just in Orange County; people are selling their blood for $8.00 a pint. We are in a world recession, and 15 housewives in Smithville, Rhode Island, have gone on strike for lack of love.

The present time is very painful for all of us and there is no easy $50 solution. However, a Chinese saying is that a "crisis is a threatening opportunity." Survival and quality of life is a matter of attitude, and vocational education has always dealt with that. The concept of vocational education has always been, "education for living and making a living."

As we take a moment to look back into history, we see that skills were handed down from a journeyman craftsman to an apprentice. The apprentice usually lived with the craftsman and learned living skills as well as "making-a-living" skills.

And then technology advanced so that classes had to be developed to supplement the shop training. Apprenticeship programs exist today with very similar design. The curriculum was always intended to be current with technology, the state-of-the-art. The teacher was a craftsman. High standards were maintained and discipline was essential. Craftsmanship was synonomous with quality, and proud workers became proud people.

Vocational/technical schools came much later. They were closely tied to business and industry. The teachers were craftsmen—professionals expert in their fields. The teachers maintained close relationships with the local businesses that employed their students. High standards were required, and teachers were employed not by an academic standard, but by a professional standard of excellence in their field.

My father was a master craftsman metal worker. He used to tell me that when he went to work he dressed in a full dress suit, celluloid collar, shined shoes, tie, cane and straw hat. At work he would change into his work clothes, and at the end of the day he would shower and change back into his dress suit. He was a craftsman and he was proud of it.

This craftsman, my father, had only gone through the third reader; he completed an apprenticeship program and numerous ICS courses—self schooled! This same crafts-

man was selected to be the first vocational teacher to be employed in Texas, and assisted in setting up the first vocational school in that state. Contrary to popular belief, an academic degree does not make a vocational teacher.

He was employed for what he knew and he taught for 30 years. He taught education for living as well as making a living. His students were employed, and his lessons included three kinds of quality:

1. Quality of Skills—the skills had to be saleable, trained in the state-of-the-art.

2. Quality of Work—craftsmanship—the job had to be done well—something to be proud of.

3. Quality of Life—he believed that a true craftsman was an artisan also in life who could get along with others, was honest, had integrity and kept both body and mind healthy.

Why do I tell you this story? Because this is where vocational education has come from. And when we look from where we were to where we are we recognize some major changes.

We see that craftsmanship and pride in a job well done no longer holds the place of importance it once did. Education has become more isolated and no longer has the emphasis of our government nor the commitment of the family. Persons enrolling in community colleges, or applying for employment have a very poor foundation in basic education.

Our community colleges have had to face severe restrictions in recent years:
- limited funding
- outdated equipment
- limited involvement with the private sector
- difficulty of teachers in keeping current with changing technologies

And now what more are you facing?
- declining enrollments
- staff reductions
- probability of charging tuition (CA)
- budget cuts

Business, Industry in recent years developed the theme regarding training, "If you don't do it, we will!" And, they did. Nearly every business of any size has developed a training division. But there now is serious trouble there too! Industry is in deep trouble! Bankruptcies and plant closures have been in wholesale numbers—you know the crisis. Reduced sales mean cutbacks. And interestingly enough, one of the first places an industry cuts is training.

C&H Sugar has just shut down its training division. Brown & Root has laid off most of its training staff. Nearly all plants are laying off workers everywhere. What a mess!

Well, things are in a mess and it is a crisis—but what was the Chinese saying, "A crisis is a threatening opportunity!"

When plants close down training—who should do it? You should! When workers are laid off and must be re-trained—who should do it? You should! The entry level training or the advanced upgrade training—who should do it? Of course, you should! We need to find new solutions to old problems, and in a partnership, we can!

So, Let's Look at the Future—

Some help is coming. Regarding Federal funding, there are certain key activities that will have a major impact on vocational education and training in California.

1. Job Training Partnership Act—provides $2.8 billion. This is new legislation that replaces CETA. This new law expands the role of the state government and private industry in this federal job training program. The purpose of the act is to prepare youth

and unskilled adults for entry into the labor force.

2. Investment in People Program—provides approximately $4.4 million. Will provide about 26 weeks of training for 7,200 persons—this is employer based training in high technology to be done by community colleges.

3. Vocational Education Special Projects—Community colleges have submitted proposals and the project selection is currently underway.

4. General Motors/UAW Program—This is a $10 million package to train displaced workers due to closure of plants in Fremont and Southgate. Implementation of this is in the early stages.

There is another major happening you should know about. Finally, after so many years, there is becoming a national recognition that there must be a partnership between the community colleges and the private sector. Vocational training originated in private industry and the government says that's where it should return. Major training monies are being directed to the private sector. But industry is not prepared to do the training, is not qualified and doesn't really want to do it. Industry does want to have an influence—and isn't that the way it ought to be? Therefore, a joint venture, or partnership is appropriate.

I served on a special Ad Hoc Advisory Committee to the U.S. Department of Education. We met in Kansas City in July, 1982, for the purpose of strengthening the community college working relations with the Department of Education, and to offer ideas to help the Department of Education and the community colleges to expand private sector partnerships.

The Advisory Committee identified several significant opportunities for community colleges. These are opportunities for you:

- Training and retraining for new, expanding, or relocating businesses, adhering to prerequisite and performance standards.
- Retraining displaced workers.
- Training and technical assistance for small businesses.
- Curriculum design and special services to firms who elect to do their own training.
- Consulting services and assistance to firms in the development of career ladders and employee educational plans.
- Brokering training and related services—in essence prime contracting with a business to provide training or technical assistance, and subcontracting to vendors to deliver certain services.

Community colleges can develop strategic marketing plans and become a profit center. You can do training better and less expensive than the private sector. You have a tremendous opportunity.

You will be interested in the thinking of one of the world's largest and most successful Engineering and Construction firms—Bechtel.

In a recent presentation to some 40,000 Bechtel employees, Mr. Steve Bechtel, Jr. said that the four cornerstones of the company are:

- Cost competitiveness
- Marketing
- Technical assistance, and
- Continuity of top level management

I believe that these are not only excellent cornerstones for a business, but also the cornerstones, in this new age, for a community college.

- It is essential that you be cost conscious, cost effective, and cost competitive.
- In a partnership with industry you have a lot to market and to market profitably—you require a strong marketing plan.
- You are the ideal source of technical assistance for industry to turn to—not yet,

but you can get that way!

• It is also essential that community colleges continue your top level managers--this means primarily teachers—the best, most qualified you can get. Quality and craftsmanship must once again become synonymous. Developing people is your business.

I have spent considerable time in recent months at our U.S. State Department, and the World Bank and have become familiar with plans for the economic development in this country and the third world nations. What is happening can be summed up by Mr. Steve Bechtel, Jr., "There is going to be a reindustrialization in this country." And we can look for this within the next two years.

Institutions that can provide technical education and training should, even now, be gearing up—preparing for it, establishing partnerships with industry, and re-establishing quality standards and quality teaching in our entire educational system.

It can be done! If we believe it, we will make it possible. Antone Reicha, the great French conductor, was rehearsing a production of the Messiah. In one part the soloist was singing, "I know that My Redeemer Liveth." Her voice was clear, and strong and beautiful as she sang. But as she finished singing the song, Antone Reicha walked over to her and asked, "Do you really believe that your Redeemer lives?" And the soloist replied, "Well, yes, I think so!"—

"Then sing it," he said. "Sing it, so that all who hear, will know that you know your Redeemer lives!"

The orchestra played again, and the soloist sang, and this time when she had finished the song, the great conductor, with tears in his eyes, walked over to her and said, "Now I know that you know, for you have told me so!"

Oh, the power in believing! And all things become possible when you truly believe in what you are doing.

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Marketing Our Assets

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As I proceeded to develop this article about marketing, it occurred to me that I could compress my thoughts into three words; namely—paradigms, paladins and pandemonium—which when translated into street talk mean models, heroes and chaos. Those phrases seem to appropriately describe higher education today.

Let me order my observations around several themes having to do with the scope of involvement necessary to launch and sustain a marketing philosophy for higher education. Perhaps my own perspective on these matters can best be shared with you by telling a story which Robert Benchley used to tell about his final exams.

In his senior year at Harvard, as he entered the classroom one day, he faced this question on the blackboard: "Describe the 1910 treaty and negotiations over off-shore fishing rights between the United States and Great Britain; discuss the treaty from the points of view of both the United States and Britain." Benchley sat down with his exam book for awhile, scratched his head, and then wrote: "I am afraid I can say very little of the negotiations over off-shore fishing and the treaty that ensued in 1910 from the points of view of either the United States or the British; I will, however, discuss the treaty from the point of view of the fish."

I also wish to make my observations from a particular point of view! Since coming to the State University of New York some 20 years ago, after 13 years of industrial experience, I believe I have had ample opportunity to observe, not only the growth of a fine system, but also a wide variety of situations in which faculty and administrators have practiced their respective crafts. As I now reflect upon my personal career, I believe that many professional relationships have provided me with a fairly good vision of our many problems and achievements.

There is certainly no shortage of commentary on higher education these days, particularly with regard to the seemingly serious state of proper programming and delivery of high technology.

We are caught up in a virtual frenzy to convince one another that if everyone in America becomes a computer programmer or a robotics technician our paths will surely be paved with economic revival. A friend recently presented me with a cartoon out of the *New Yorker* magazine which shows an industrial plant. On the roof of the building there is a large sign which says, "Really High Tech." Even the late Winston Churchill expressed relevancy when he advised a colleague, "Don't tell a lie—express a technological inexactitude."

Few will argue that we should have high hopes for high tech. Few will deny the reality that high technology constitutes a new frontier of opportunity. Few will dispute the fact that the coming industrial transformation promises unprecedented change. And I further suspect that few, if any, would disagree with the caveat that education and training is perhaps the only policy that will prevent terrible social consequences.

How then do we approach the adoption of a

modus operandi which will hopefully result in a sensible system?

In my opinion, the necessary consideration is for our institutions to integrate *marketing* into usual operating activities.

It was not all that long ago that many of my colleagues in higher education were quick to become incited at the very thought of bringing any sort of Madison Avenue approach to the sacred groves of academe.

Many of us who once proclaimed that marketing our colleges was inappropriate, now bandy about such words as "positioning" (relates to the institution's image), "market penetration," "market research," and "marketing mix" (program development, pricing, and promotional practices).

The term "marketing" is clearly the buzz word of the day. It has been defined as "the interpretation and promotion of our programs" and also as a "tactic to position the college in the minds of the target population."

Times have dramatically changed. College administrators today recognize that the role of marketing need not be questionable or unethical. However, I do hasten to say that as common as the concept has become it is abhorred by some and eulogized by others.

Before you can market your assets you must have a product/service to market—and you should execute the process with high morals.

A.R. Krachenberg writes

> Today, the ethical dimension in decision-making is being raised to new heights of importance. Marketing decisions, probably more than any other class of administrative activity, encompass manifold ethical dimensions. A university decision about a new degree program can literally change the course of society. It can influence career choice role in life, level of income, indeed, the whole life style of countless numbers of individuals.

Marketing provides for an inventory of good information, thereby, allowing a college to: *first*, develop more significant programs; *second*, sell these programs more convincingly in order to muster needed resources; and *third*, to target the right groups. The target population comprises a broad arrangement of constituencies which includes: *students, industry, community colleges, agricultural and technical colleges, high schools,* and *legislators.*

Therefore, if we are to adequately address the topic, it is necessary to isolate each of these factors, and it is within this context that I wish to present you with a display of topical essentials in an itemized fashion.

Item: New York State

Recently, a Governor's Report titled "A Strategy for Developing Technology-Based Industry in New York," noted that there prevails an absence of viable linkages between business and the universities resulting in adverse consequences. What has been too often missing is the kind of interaction between the two sectors that could maximize the effectiveness of both in supporting technology-based growth.

This very point is corroborated by John Young, President of the Hewlett-Packard Company. In a recent address he said, "The number one factor that attracts high technology...is the skilled labor force. The dependence of electronics on human resources means that a state's education system is a key determinant in making that state attractive."

In New York we are witnessing a serious consignment of talent and monies to the notion that this State is determined to as-

sume its place in the fast track of high technology. The Governor and the Legislature have enunciated a plan which will hopefully catapult this state to a position of preeminence.

Item: The Politics of Marketing

Being trustees you understand the politics of your respective colleges and the community which you represent. Those of us who have served in a capacity such as yours or as a president know full well that educators who argue for keeping politics out of higher education are living in another time.

Our survival at every level of government depends on accommodation and reconciliation. If it is our contention that legislators either do not understand educational issues or seem to behave in a politically expedient manner, then it seems to me that we need to better cultivate their understanding of us.

It is critical for us to comprehend the act of legislating. Legislators have as one of their main tasks the obligation to evaluate and oversee which courses of action we are taking and to question not only budgets but also how well we are executing our charge.

I, therefore, point out that across New York State the presence of political interest and activity relative to high technology is obvious.

Item: Institutional Internals

I am convinced that one must deal with business and industry in a most candid fashion. But, don't be seduced into believing that today's technology in whatever form is but a transitory stage to change. I feel that business wants people who are sensitive to the needs of society while being motivated by a love of learning without reference to its utility. Because if relevance is not measured in such terms the worth of knowledge will be destroyed.

You cannot allow your colleges to become "institutions of the moment" but rather, it is important that they be perceived as providers of those services and skills which will accompany people throughout their life. I claim that if you prepare your students any less well you will perpetuate upon the employer graduates endowed at best with training and education which can only serve a "tinsel technology."

Once again I submit that we must maintain a secure balance between our stress upon a liberal education, and the seemingly rapid flight toward vocational training. No strictly utilitarian concept of education can succeed for institutions such as ours. And, from a purely utilitarian standpoint, can we predict with certainty what skills our graduates will need? If so, then we are the first generation of educators with this special gift of prophecy.

I sense that we are spawning a cadre of professionals who are beginning to see themselves as "second stringers." I am referring to the arts and sciences faculties whose contributions, I feel, are being seriously down-played and underestimated. It seems that we are too easily inclined to take a narrow view of the humanities. I suggest to you that these instructors be given every possible reassurance.

Time and again, surveys of employers who hire our graduates show us that they look for: "Ability to exercise judgment, analyze situations, retrieve and interpret numbers, and write."

That is, employers want poise, maturity, intelligence, and the ability to communicate.

How then do we provide the student with such intangibles? A few of the many ways, of course, could be experiences on the college newspaper or a part in a play. I dare say that the permanence of an information explosion is now confirmed. And this being the case,

who can deny the absolute importance of the humanities in assisting the student to organize his or her environment in a meaningful way? The overwhelming presence of the computer, for example, is demanding a more logical approach to living and working. Further, at every turn, the individual must be prepared to make difficult value choices. Again, it is the humanities which are offering a wider spectrum of considerations. We can not reduce all of our behavior to numbers.

I might add that it is about time that we utilized fully our fine human resources. It is an age when those who are well prepared can have a profound and a satisfying life.

But there is more to learn, and I refer not just to formal knowledge. You may know the story about the local who was much impressed with a young man who had finished his Ph.D. and been appointed professor at the State University. "He must know everything," the local told his friend. The friend replied, "Yes, he knows everything, but he *don't realize nothing*."

Realization is an essential addition to knowledge. It comes through contact with other human beings and with society.

All of us are being inundated with an urgency to establish a variety of high technology programming.

However, I wish to submit that what we all must do is to avoid overreaction. There are those who regard high tech as the latest development fad to arise. If such be borne out and if too much enthusiasm be misdirected then a devastating wastefulness of already scarce resources could materialize.

I direct your attention to this potential dilemma because the exorbitant investment required to mount a high tech mission can cause profound and compelling effects upon the institution.

The dispersion of limited resources soon becomes a highly prioritized center of attraction -- both between and within academic and other support functions. I, therefore, caution you to be alert to discernible budget shifts toward the acquisition of high tech equipment. And further, beware of curriculum displacement, for example, where an academic department might be permitting its own "home grown" courses to satisfy general education requirements.

On the more serious side, recruitment of high tech faculty who command salaries which until today could only be described as outrageous is causing nothing less than apoplexy.

Item: Externals

The stories of Silicon Valley, Route 128 around Boston, and the Research Triangle in North Carolina are enticing and exhilarating. The advent of robotics stirs the imagination. It is predicted that by 1990 as many as 64,000 jobs will exist in the industry. In 1969 there were 100 robots sold by domestic manufacturers and by 1992 the number will increase to 274,000. The number of foreign and U.S. made robots in place in this country by 1992 will be 810,000. The forthcoming new industrial revolution is not a matter of *if*, it is quite simply, *when*. We hear more and more that this worker of the future is not going to be the manual laborer but a data communicator.

However, I ask you to take notice that high-tech industries account for only a small portion of the overall economy. "High technology is only the ninth largest industry," says John Young, President of Hewlett-Packard, one of the nation's premier high-technology companies. "If the eight above are sick, it obviously isn't going to offset the aggregate of all of them. It isn't magic."

Item: The SUNY College of Technology at Utica/Rome—a Marketing Case Study

The College of Technology was established as an upper division college in 1966 with the first class being held in 1968. In 1973 the institution was granted authority to offer its first Baccalaureate degrees and once firmly established, it grew and expanded rapidly.

The college's name was officially changed to the State University of New York College of Technology at Utica/Rome in 1977. Enrollment had climbed to around 3600 full-time and part-time students by 1981-82.

In April of 1981, the State University Board of Trustees, responding to the need for a permanent campus for the college of technology within an environment of reduced fiscal resources, passed a resolution to build a campus and narrow the educational mission of the institution.

Recognizing the particular mission of this specialized college, the marketing *modus operandi* has been developed with deliberate care while continuing to emerge in a relevant fashion.

The College of Technology markets "deep." That is, we have pursued a total action plan which today reaches down to the high school, and I foresee our thrust tomorrow to even penetrate the elementary grades. The description which follows will explain how the several offices on our campus are engaged in marketing.

Admissions—Recruiting

Relative to recruiting it might be enlightening to consider the following general information:

- Forty percent of all first-time college students apply to only the college they intend to enter and 18 percent apply to only two institutions. Thus, approximately 58 percent apply to no more than two institutions.
- More successful students are likely to apply and enroll in private institutions, assuming financial resources are available.

- In contrast to the prevailing opinion that students are extremely mobile, in excess of 90 percent of all first-time college students attend an institution within 500 miles of their homes. Moreover, students tend to enroll in their first-choice college when it is near their homes.
- Students living in the East and the Midwest tend to enroll in colleges closer to homes because of not only the number but also the perceived quality of the colleges in these areas.
- No more than 25 percent of the families whose children take the SAT's can afford the average full price of a public institution, and no more than 16 percent can meet the average full expense of a typical private institution.

William Ihlanfeldt further states that when students are asked why they considered a given set of colleges, the following criteria dominate: program, reputation, price, and location.

Now let us take a moment to review the marketplace which is of interest and concern to you. What are some dimensions of that group of students whom you court to attend your community colleges?

Attrition for New York State Community Colleges
(Class of 1977) Total Cohort in Fall 1975 = 44,546
44.3% Received an Associate Degree
1.0% Received a Certificate
54.7% did not receive either

This being so, how might our perspective be adjusted so as to reconcile with reality?

Marketing Strategy

Identification of the student marketplace for

the College of Technology and selection of appropriate strategies for reaching those students involves *three* distinctly different components of a total institutional marketing research package. The first of these components is *programmatically oriented*; the other two components are largely *student oriented*.

We are an institution primarily of professional programs by and large designed as Baccalaureate caps to parallel Associate in Applied Science (A.A.S.) and Associate in Occupational Studies (A.O.S.) programs in the State's public and private two-year colleges. As such, our incoming student market is focused and highly specialized. It is, therefore, imperative that we monitor any changes within that student market. Inasmuch as the degree-granting activity at the Associate's level is actually the life blood of the College of Technology, keeping a finger on the pulse of that activity is imperative. Therein lies the first component of the college's market research strategy, namely the programmatically oriented component.

Student-oriented research assumes two basic directions. The first is the establishment of links with the high school guidance counselor community. Although exclusively a transfer institution, the College of Technology recognizes the need for visibility among high school students planning to attend a two-year college. The office of institutional research and planning has recently developed a survey which was mailed to the guidance office in all public and private high schools throughout New York State. The survey seeks to determine awareness among the guidance community of (a) the college's mission; (b) the college's state-of-the-art technological equipment; (c) transfer and financial aid policies; and (d) curriculum-related work opportunities both in college and after graduation. More importantly, we seek to learn whether guidance personnel actively advise high school seniors to pursue study at a two-year college with the explicit intention of transferring to the College of Technology.

We contend that waiting until a student is a college sophomore is simply too late to inform him/her of opportunities available at the College of Technology. At that point, in a great many instances, the die is already cast for another institution. Visibility among high school students and awareness among high school guidance counselors, of the college's excellent programs are essential ingredients in assuring that we are among students' top choices for upper-division study.

Perhaps the most significant market research we do with students is that conducted among applicants who have been accepted for study at the college. The office of institutional research and planning has developed a "Student College Selection Survey" which is administered each summer to all accepted applicants. The survey is designed to determine those factors which (a) led students who plan to enroll at the college to make that decision; and, even more important, (b) led students who applied and were accepted at the College of Technology to decide on attending another institution. The survey asks students from which information sources they learned about the college and whether or not the information received was favorable. It asks which characteristics of the College of Technology affected their attendance decision, and whether the effect was positive or negative. The survey asks which of our admissions strategies affected the attendance decision and whether the effect was positive or negative. And finally, in order to understand our reputation among students, several descriptive statements about the college are evaluated.

The survey is analyzed both by intended degree program and by geographic region. Thereby, we are able to customize our recruiting strategies to address both the programmatic needs and reputational concerns of students throughout the State. The

data have enabled us to come to a better understanding of how we are perceived by our student market, of who our major competitors are, and what steps we must take to address the concerns of students whom we lose for reasons that are or should be under our control.

Faculty and Articulation

The College of Technology faculty have assumed a visible role as part of the marketing process. A schedule of two-year college visits with their respective counterparts has been established and is expected to expand. For example, engineering staff arrange to meet with those community college instructors who teach in related disciplines. These encounters are also extremely helpful for both parties by providing an opportunity to continuously assess curriculum and the sophistication of technical equipment. The primary intent here is to provide adequate insight so as to enhance whatever appropriate realignment may be necessary.

Our Vice President for Academic Affairs has spent a great deal of time promoting and processing articulation agreements with some 38 individual public and private two-year colleges in New York State. These arrangements clearly delineate the transfer value of the student's transcript between the lower and upper division levels of study. It is imperative that the transfer student clearly understand his or her level of acceptability into advanced study. This method of assurance goes a long way toward furthering the credibility of our institution.

Institutional Research

As an upper-division institution drawing its students exclusively from the ranks of two-year college Associate Degree recipients, the College of Technology is probably more sensitive than most four-year schools to the absolute need for a coordinated and articulated institutional research effort between lower-division and upper-division colleges. All too frequently, as we assess attitudinal characteristics among our student body, we find ourselves wanting to know if those attitudes have changed from the freshman year. Our two-year college colleagues similarly find themselves with a need to know more than simply that a particular graduate transferred to the College of Technology. As two-year institutions, how do we work cooperatively to mutually assess the "value added" dimension of the educational experience?

The first step is to open the lines of communications between the College of Technology and the Associate Degree granting institutions in New York State, from which we draw over three quarters of our students. The college has a long-standing practice of providing to the two-year colleges a report which details the academic progress of their graduates at the College of Technology. Specifically, the report lists all graduates from the sending institution who matriculated into and graduated from a College of Technology program. The report compares lower-division and upper-division cumulative GPA's, credits transferred and credits earned at the College of Technology, and the degrees received. While this report is an important data exchange between our respective institutions, it does not absolve us of our responsibility to provide additional outcomes data, nor does it release the lower-division college from its responsibility to tell us as much as possible about the students they send to us.

It is in that vein that the College of Technology's Assistant to the President for Institutional Research and Planning played the major role in founding the SUNY Association of Institutional Research and Planning Officers. The Association brings together institutional research and planning personnel from SUNY university centers, university colleges, specialized colleges, agricultural and technical colleges, and community col-

leges from across the state. As Association President, the College of Technology's chief institutional research officer has spearheaded a drive for a common institutional research effort between two-year and four-year campuses. This has resulted in the establishment of a standing committee whose charges include identification of common data collection instruments for all SUNY institutional research offices, and development of a joint data bank for tracking students throughout their college careers. Cooperative research on student attrition/retention, institutional marketing research, and outcomes studies are at the forefront of Association priorities.

The efforts of the College of Technology to enhance cooperative institutional research through its own initiatives and those of the SUNY Association of Institutional Research and Planning Officers are important.

The President

From a marketing perspective, the many aforementioned cooperative efforts still require the personal touch. With that in mind, I have committed myself to visit every public two-year college in the state. These visitations are extremely informative to me personally. My meetings with transfer counselors, deans, admissions personnel, department chairpersons and faculty serve me well by allowing for substantive exchanges of ideas.

I have intentionally displayed these distinctive facets of itemized activities in order to help create a proper sensitivity. Can we envision the ambiance; that is, the pervasive atmosphere within which our colleges will by carrying out the intricacies of a marketing philosophy?

At the 1980 ACCT Northeast Regional Seminar, I made note of the fact that planning had become very fashionable in higher education, and that although there seemed to be increasing reverence for formal procedures, I did not feel that such efforts need be dramatically different tomorrow than they were yesterday. I raised the question as to how trustees might begin to cope with these renewed and re-emerging challenges of the 1980's. At that time I urged you not to completely rearrange the furniture in a room which might not be changing size and that I was not convinced that trustees should attempt to devise some new "order of being." Upon reflection, I would not alter my message to you in any way, but rather entreat you to take on a *marketing consciousness.*

What, then, is the extended view? I believe that it is one of enchantment and exhilaration—while being fraught with the serious obligation to understand that the learners of the 1980's and '90's will cause an unprecedented demand for accountability.

Standing by helplessly is not the proper response. If we fail to recognize the significance of these responsibilities, then each of us will have indicted ourselves. I am convinced that history will not be kind to us.

But I am truly encouraged, for your organization along with AACJC has commenced an aggressive program of collaboration in order to establish a partnership for education and employment.

Putting America Back To Work—Phase II

Seymour Eskow, Executive Director
AACJC/ACCT Putting America Back to Work
Washington, D.C.

Putting America Back to Work, designed and managed jointly by the American Association of Community and Junior Colleges and the Association of Community College Trustees, calls on the leaders of the nation to recognize that our colleges are the foundation of a new national training strategy. I, as Project Director, will be looking to our community college presidents, our state directors of community college systems, our trustees, and our faculty leaders for their thinking on new initiatives that will strengthen our ties with, and expand our services to, the employers of the United States.

Americans want to work, and they need to upgrade their skills and learn new ones if they are to find and keep jobs in the new economy. Communities need to help existing businesses stabilize and create and attract new business if all their citizens are to have work. And our nation needs to involve all of its citizens in discussion and debate on what is happening to our economy, to work in America, to the work marketplace, so that we can decide what changes in law, policy, and incentives will help our businesses and industries prosper at home and abroad.

The Putting America Back to Work initiative announces to the nation that our 1,219 community, technical, and junior colleges are committing themselves to join with the private sector, government, labor, and education to strengthen present programs and devise new ways to keep Americans working, put those without work back in the workforce, and help our communities and our nation plan for tomorrow's economy.

Phase I of PABW has emphasized what AACJC President Dale Parnell calls "friend raising:" making our national, state, and local leaders of business and industry, government and labor, aware of what our colleges have done and can do. Nolen Ellison, Executive Officer of Phase I, has carried our story around the country; his advocacy has made governors and legislatures, trade associations, and chief executive officers friends and supporters. Carol Eliason's National Small Business Network has connected us with that sector of the economy that is creating most of the jobs our graduates need in the small businesses of the nation. And Larry Lauth's conferences and bulletins on the Comprehensive Employment and Training Act (CETA) and the Job Training Partnership Act (JTPA) have helped hundreds of communities understand how the community college can serve those unemployed who need help in life planning and marketable skills.

Phase II of PABW, as I see it, must continue the friend raising. There are governors who are not yet clearly aware of the power of the community college system of their state; there are still local legislatures that do not recognize the central role the community college plays in economic development; and there are still business and industrial leaders who do not call on the community college for help in training. Phase II however, must begin to have us work in new ways with the friends we make. We must devise the programs of training and economic development

that keep the promises we've made to the employers of the nation. I will be proposing to our Task Force that our work be organized around five targets of opportunity:

Community Forums on the New Economic Agenda

All Americans are being asked to think about supply side versus demand approaches to the economy, monetary policy, Laffer and Phillips curves, protectionism, and free trade, supporting "sunset" and "sunrise" industries—a host of issues that many of us are unprepared to deal with. Working with such agencies as the Joint Council on Economic Education, the community colleges can bring speakers, films, discussion, and debate to the communities they serve. The new consensus we need requires that Americans have such opportunities to explore the issues before they decide, and the community college has proven that it can be the vehicle for the new town meeting.

The Business/Industry/Labor/Government/Education Coalition

New initiatives in human capital development are unlikely to happen if there are not in place in every community mechanisms for ensuring regular dialogue and collaboration between those sectors that shape or use education and training. Such a mechanism might be an agency already in place—a Private Industry Council (PIC), a Work-Industry-Education Council, or a Business-Industry Community College Coalition of the kind so well championed by ACCT. Phase II will search out such models, share experiences, and offer services to colleges and communities wanting help in creating or strengthening a communication agency.

Planning for Community Economic Development

Educating the old and the young, the men and women, and the minorities of our communities for work will be futile if there are no jobs for those trained. Communities need to bring together those who influence the course of events to consider what is known about planning for economic development. How does a community assess its strengths and weaknesses? How does it predict which businesses will remain and grow and which will shrink or disappear? Should a community invest more in strengthening what exists or in attracting new industry, or in creating new businesses? There are agencies and individuals that can help a community think through its future, and the community college—supported by those of us in Washington who have access to some of the necessary talents the local college will need—can be the conduit and the organizer to create the community economic development plan.

Creating the Transfer of Technology Network

The country extension agent moved the findings of agricultural research into the farming communities of America, helping the dirt farmer to exploit the new techniques. There is now available in the files of government agencies, university centers, and other research and development organizations information that could make an immediate difference to the employers of our communities. The community colleges of each state can be the new extension agents, using their libraries, extension and continuing education divisions, and the specialists of their faculty to move information to the local community and make it available to those who need it.

Developing the Community Education and Training Plan

The coalition in each community will want to make a *community education and training audit:* an analysis of preentry training, in-service training for employed workers, technician and trade training, as well as profes-

sional education. Phase II will help to develop tools and strategies for conducting such an audit, and for implementing its findings. There will be particular emphasis on "Employer specific" training—programs that serve a particular business or industry in the industrial workplace using media and instructional formats that grow out of the specific needs of the workers of that industry.

We of the community colleges do not believe that there are higher and lower studies, arts that are liberal and arts that are servile—or that education for meaningful work is less worthy than education for meaningful citizenship. Putting Americans back to work, keeping Americans working, is a task worthy of our calling, and I am happy to be part of this great effort.

Human Resources and Affirmative Action

Erma Chansler Johnson, Vice Chancellor, Human Resources
Tarrant County Junior College
Fort Worth, Texas

I am impressed with ACCT, and I can see from your programs that you are interested in getting to the heart of issues that are at the hearts of your institutions. After having worked in the area for the past ten years, I am in a position to objectively assess the merits and demerits of affirmative action and their impact upon an institution's human resources.

The FIRST point I want to make, and it is a point that I hope you will think about, is this—affirmative action is a most difficult proposition. There is absolutely nothing easy about it. I emphasize this point because the next point is that there has to be a definite commitment on the part of the administration of the institution. The administration starts with you.

The board of trustees sets the tone for a genuine affirmative action effort on the part of the institution. If the chief executive officer of the institution knows that the board is committed to affirmative action, he or she will also be committed; and in turn, his/her administrators and supervisors will also be committed. So you see, it starts with you. Chances are, most of your presidents or chancellors do not wait for you to take the lead before they advance the affirmative action challenge. They address it the same way they address other administrative challenges. However, if they do not, it's up to you to initiate it.

The fact that affirmative action is a challenge of the highest order does not mean that it is not attainable. In fact, I maintain that the community college is an excellent place for that challenge. The community college proudly boasts about its comprehensive nature; its ability to address the demands of its community; its open doors that welcome everyone. Given that setting, it becomes a natural for affirmative action.

A comparison of the foundations and structures of the community college with the foundations and structures of the four-year colleges and universities, shows that the community college has much more opportunity to be flexible in its decisions concerning its human resources.

It is not at all unusual for 70-80% of an institution's budget to be spent for salaries for its employees. Its people, then, become the greatest assets of the college. Most people would probably agree that "with all things being equal" it is a good idea to have people from all segments of the community represented on the institution's staff. After all, the college serves the entire community. You may want to consider several reasons why the workforce should be representative of the community:

1. It's the "in" thing to do.
2. It's the politically-expedient thing to do. If you don't you run the risk of having single member districts in your board races—and you know how boards don't like single member districts.
3. It lessens the time that must be spent with various groups explaining and defending reasons why you don't take action to employ minorities and women.
4. But most of all, **it is a great human waste not to utilize the best talents available from all segments of the community.**

On the other hand, I'm sure each of you has heard at least one horror story about affirmative action. You have heard that it causes reverse discrimination because it causes minorities and women with lesser qualifications to be hired when there are better qualified white males. You have heard that a position stays open much longer than it should have while a search for a minority or woman is made. You have heard that the standards of the institution were lowered because too many minorities were hired. Fortunately, you don't hear that complaint when white women are hired.

Affirmative action benefits everyone! Whenever anything really good comes along, everybody tries to get on the bandwagon. Affirmative action was started because of the Civil Rights laws; however, more whites have benefitted from affirmative action than have minorities.

Before affirmative action, a position became vacant, a replacement was named and announced, and that was that. Now when a position becomes vacant, people expect to see an announcement, and if qualified and interested, expect to be able to apply for it. Many white males have positions today because of affirmative action. That is perhaps the single most important contribution of affirmative action—next to the fact that it has brought highly qualified minorities and women to the attention of colleges and universities. It opens up the lines of communication for all employees and the institution. This is good for everybody.

Having an affirmative action plan does not insure that your human resources will reflect that fact. You can have a beautifully prepared document with elaborate follow-up programs and systems designed to monitor the program, without getting any real results. As a matter of fact, some institutions spend large amounts of money to show a good faith effort. But that's all they manage to do—show a good faith effort. They never manage to change their workforces significantly.

An effective affirmative action plan that changes the faces of the human resources enhances the workforce of the college. The principle of affirmative action is simply to broaden the employment horizon. Whenever you do that, it assures better quality applicants. It stands to reason then that some of those hired will be from minority groups. If the system is designed to work, it will eventually include a larger number of minorities and women than the college has had before.

The human resources of an institution, ideally, should reflect the needs of the students. If the students reflect the community, then the college is likely to have a diverse student population. I think it is a logical conclusion to expect that a diverse staff should be able to do a better job of meeting the needs of the students.

Now, after having said all of that. Let me suggest that there is more to the resistance to affirmative action than emotionalism and prejudice. Affirmative action is often an economic issue, and the tighter the economy, the louder the protests are against it. Some people will scream reverse discrimination when a minority is hired, but will simply say that an unfair decision was made if a white applicant beats them out for a position.

The bottom line is that every time you hire one minority, you have chosen not to hire a white male. But by the same token, every time you hire one white male, you have chosen not to hire another white male. It just becomes a different issue when the employee you hire is a minority.

ADVERTISING. Advertising a position is not a requirement for affirmative action; however, it is a bonus to the program because it broadens the opportunities for

the college to find the right person. If that right person is a minority, the effort cannot stop at the hiring process. In order for the human resources changes to count, the affirmative action efforts have to count for more than numbers. If a minority person feels that he/she must work hard to hide his/her racial identity, then the college has not really made any gains. The employee has to feel free to identify with other members of the racial group, or the results will not be very rewarding for the individual nor the college. Generally, the more outspoken and the less accommodating minorities do not get promoted often. Consequently, the college does not have the benefit of their points of view. The same results occur when minorities are placed in showcase positions that are dead end positions. Such positions seldom provide ample opportunities for important decision-making, managing budgets, or managing people.

Minorities have been involved in the mainstream of the American workforce, except for the traditional places, for only 15 years or so. Many gains have been made since then, but most will acknowledge that there are also many more to be made before it will be safe to stop trying.

If the human resources of the college are to be positively affected by affirmative action, then the college has to pay attention to the minority employees after the initial hiring.

It must have certain systems in place to counter the "unintentional" things that seem to be inevitable when it comes to minorities. So how do you keep affirmative action employees on the job?

1. Proper employee orientation
2. Appropriate supervisory training
3. Fair employee evaluations
4. Good training programs
5. Upward mobility opportunities
6. Published salary schedules
7. Proper dismissal procedures

Ironically, when these kinds of systems are in place, the institution and all employees benefit. Institutions that have designed their personnel policies to insure equal opportunity for minorities have found that those same policies have strengthened the entire employment process, have reduced the number of complaints from employees about personnel matters, have put them in much better positions to defend actions taken, and have helped to increase morale of the employees.

The community college has a reputation of being an outstanding entity in higher education. We have been able to harness the ingredients necessary for success in our endeavors. Those of us who have been successful have all taken affirmative action to make sure that we achieved the results we desired. Things that are important to us are not left to chance. A plan is devised, goals are set, progress is monitored, reports of progress are given to those interested in the success of an effort. Everything is carefully orchestrated to ensure success.

Those same things must happen with the human resources of the college. If the engineering department at a college sets out to double its size by 1985, there will be a plan. There will be a decision about the number of faculty that will be necessary to accomplish the goal. There will be a decision about the kind of faculty that is needed, the kinds of backgrounds that are desirable, and other pertinent points. The plan will also give check point dates to be used for monitoring the progress. Then the plan will be followed, and chances are the results will be satisfactory or better.

So it is with affirmative action. The college has to know:

1. How do we look today?
2. How do we want to look?

By when do we want to look that way?
How do we want to go about attaining that look?

If you have read carefully, you will notice I have not mentioned the word quota in all my article. I haven't mentioned it because it is different from a goal. A goal means that you have set your sights on an effort and will work toward achieving it. A quota means that you are going to have a certain number, regardless of how you get it. Some people hear the word and completely tune everything else out. I know that you can have a successful affirmative action program without setting quotas, but I do think that it is necessary, just as we do with all other kinds of planning, to set goals for ourselves in affirmative action efforts. How else do you know what you're trying to do?

The human resources of a college ought to reflect the best that it can afford for its students. Sometimes the best is going to be a minority. I submit to you that it is an outrageous act if you allow the talents of a group to go untapped because of their race or sex!

Affirmative action enhances the human resources of the college! If your college has been ignoring groups of people because of race or sex, please stop. Your college and your students will be better if you do.

New Partnerships

J.P. Robert LaRose
Executive Director
Association of Canadian Community Colleges

I would like to dwell on two features of new partnerships, those encompassing systems and international partnerships.

The Canadian context is varied because our education is the autonomous domain of the provinces. Nonetheless, we are witnessing a national breakthrough because federal funding is becoming a driving force in career education.

Federal funding is coming through in several projects under the aegis of the National Training Program and it includes the predominant Skills Growth Fund. The SGF is dedicated to the expansion and development of "equipment and plant holdings" and "new programs and curricula". High technology is the focus of this largesse. Manpower training is paramount and it is directed in large part to the community colleges, industry, and the community at large. Federal funds are appropriately funnelled through provincial ministries of education and joint federal-provincial funds are available. As you may well appreciate this provides for a top-heavy power structure.

Our career education is a mix of general education and skills training. It is aimed at providing resources that will be productive immediately when students enter the workforce. The challenge is to provide two and three-year programs that will produce technicians and technologists capable of growth in the workplace. Our educators are very concerned over the impact of technical growth and the corresponding tendency to reduce the general education content. Less general education will reduce the flexibility of future graduates to adapt to the ever changing work field. Another area of concern is the decreased attention to the lesser service skills that will continue to be with us long after the hi-tech bloom has dulled.

New Systems Partnerships

The new systems partnerships I will discuss include: alliances between community colleges, colleges and universities, associations of colleges, colleges and workplace internships and colleges/industry/community.

It is perhaps very appropriate to look at an exceptional development in Ontario, a region which has so much in common with the Northeastern United States because most of us are in the "Foundry" as depicted by author Joel Gareau in his 1981 book *The Nine Nations of North America*. We have witnessed the reaction to industrial demands for skilled resources with the creation of Community Industrial Training Committees. The first one was launched in 1978, today there are 68 throughout a population of 8½ million. They are commonly called CITCs and they reflect the character of the community and industry that accept the challenge of helping themselves.

The way the program works is that the community and its industry/commerce articulate the need and the solution. Workforce takes a leadership role through its labour organizations. The community colleges act in an advisory capacity. Recommendations flow to the funding agencies and the government supports the required programs with necessary legislation as applica-

ble and some source-funding to enable institutions to initiate programs.

A worthy example of this type of cooperation is the Industry-Education Council of Hamilton-Wentworth which was established in 1979 by representatives of business, government, labour and education organizations.

First, it established a Career Resource Centre in the Hamilton City library and this space is funded by Mohawk College and McMaster University. The Centre performs as a Mohawk-McMaster Information Centre as well.

Second, the full-time professional Executive Director of the IEC operates out of and manages the Centre; his remuneration is funded by the three school boards of Hamilton-Wentworth Region.

Third, the basic operational costs of the Centre are supported by two major industrial firms.

Fourth, the Centre does provide some services on a fee for service basis to complement its revenues. This includes seminars/workshops/colloquia and the sale of some of their resource manuals.

Unique activities of this IEC include their Career Awareness Workshops, the Student Marketing Conference and Women in Non-Traditional Careers.

The Career Awareness Workshops were selected for the first National Association for Industry-Education Cooperation (NAIEC) Community Resources Workshop Award in 1981. It is distinctive in its implementation because the workshops for counsellors from 35 high schools, Mohawk College and McMaster University, was sponsored and administered by IEC. The participants received the first ever joint certificate issued by Mohawk College and McMaster University.

The Student Marketing Conference was conducted at Mohawk College for 300 senior secondary school marketing students. it was sponsored by the IEC and supported by the Advertising and Sales Club of Hamilton who made a significant contribution in expanding the students' awareness of marketing careers.

The Women in Non-Traditional Careers Seminars was conducted at Mohawk College for some 200 grade eight girls from 90 elementary schools of the Region. The aim of the seminars was to expand the career aspirations and options of grade eight girls. They met with over 40 women who are involved in a variety of careers in business, industry, labour, government, education and in the health professions.

I would like to add that the Board of Directors of the Hamilton-Wentworth IEC wishes to remain in the forefront of the ongoing wave of change. In order to address the immediate and perceived future needs of their Region, they have created a subcommittee on Education/Employment Strategies. Their mandate is fundamental and it essentially calls for *the identification of human resource development* and *employment needs of the community* in relation to national, provincial and local priorities. Then the Committee will respond to specific training and employment needs through discussion between the educational sector and the total community.

The above gives evidence of community colleges working together, of a college and university cooperating, and of the total community educational system collaborating. I would like to expand on the first two because these are normally areas of jealously guarded prerogatives and mutually exclusive of all cooperation. Competititon may be the motivator for non-cooperation but whatever the reason it is the man or woman on

the street who loses out when institutions fail to cooperate.

Examples of new partnerships between community colleges include the sharing of plant and human resources. Niagara College and Mohawk College have recently signed a general agreement to cooperate in fields approved by the Province of Ontario. Niagara staff are giving dental technician training at Mohawk; the latter's staff are giving recreation leadership courses on campus at Niagara. Mohawk qualifications in fashion arts are being recognized by Niagara in its diploma programs. The two colleges are moving towards a greater recognition of each other's qualifications, thus permitting more student mobility to advanced programs of their choice. Mohawk and Fanshawe Colleges have recently entered upon an agreement to conduct joint programs on the periphery of their common geographical boundaries; previously the areas were not served by either college.

New partnerships between colleges and universities in Ontario are unique because the Colleges of Applied Arts and Technology were created as an alternative to the universities. Hence you do not have the normal relationship established by transfer programs. The education versus training syndrome did preclude meaningful partnerships and it may still persist in many minds. Mohawk College and McMaster University have been sharing two information centres for several years. The two institutions share faculties and plant in the teaching of some health services, viz physiotherapy and occupational therapy. McMaster uses Mohawk plant for general continuing education in a satellite campus.

Common advertising is more evident but it warrants being mentioned. Three universities, two community colleges and several local school boards have grouped to promote continuing education. One would assume from such action that they will ultimately expand this specific partnership into the actual delivery of skills and knowledge.

The provincial controls are always there to promote broader service to the populace and to preclude unwarranted growth and elitism in the community colleges.

International Partnerships

The education of foreign students in our institutions and the employment of our teachers abroad is not a novelty. The cooperative ventures that bring a Canadian college in contact with a third world institution to assist the development of a college in every facet of college activity is novel.

Institutional cooperation has now been established with colleges in Kenya, the Gambia, Uganda, St. Lucia, Botswana, Jamaica, the Seychelles, Morroco and Cameroon, to name but a few. The ACCC member colleges are now involved in more than 30 projects to some 40 countries.

The partnerships are developed from the requirement for needs analysis, conducted by Canadian colleges in the developing country. The follow-up commonly takes the form of professional development for the management and teaching staffs in Canada and in the developing country. On-the-job training is the most common approach for upgrading personnel and this takes place both at home and abroad. This form of teacher training may in some cases be viewed as staff exchanges.

The development of new organizations in government, in colleges and in departments is again common and here one sees the training of staff to ensure a carry-on capacity after the Canadian departs. Over the years it has been experienced that the key to success is to enable the recipients to stand on their own professional skills. Curriculum development is a frequent response

to needs analysis.

In 1982/83 we initiated a program of student exchanges jointly sponsored by the ACCC and Canada World Youth, whereby the successful completion of ten to twelve weeks in the exchange college is granted full credit value. This trial venture has yet to be reported upon but it is clear that the cultural international value was rated very high by students and participating colleges.

Dawson College and Kenya Technical Training Institute have enjoyed a succession of projects since 1976. They have become a role model for numerous other members of the Commonwealth Africa Polytechnics Association.

The majority of our international programs are funded by the Canadian International Development Agency. The colleges are under the direction of the provinces and to a significant level they provide matching funds in the form of in-kind contributions that include administrative support, and short leaves with pay and benefits. The participants do make a commitment of time and holidays. All Canadian contributors, federal, provincial, college and individual are similarly willing to make a contribution to third world development. Our problem is not in recruiting colleges but rather to select judiciously from among the candidates wishing to engage in a new international partnership.

It would take too long to elaborate on a few other new partnerships, so I will simply mention them.

Collective bargaining is now being conducted on a province wide basis in Ontario and Quebec, thereby relieving individual colleges of this onerous and divisive function.

Why not extend this principle to central purchasing for colleges?

Collective registrations for conglomerates does save time and needless duplication. Unfortunately the bureaucratic process has not made this approach too attractive. The entrepreneurial spirit prevails.

The store front colleges of Saskatchewan offer a delivery service from within the community. Their fourteen colleges do not have plant, they use secondary schools and all other accommodations available to serve a primarily rural population. They are about to undergo their first ten-year evaluation.

Cooperative education with alternating periods in college and in the working place requires a structured approach to give credits for learning time on the job. This calls for better partnerships with industry, business, health and other services.

The current postsecondary education challenges are found in the need to continue sensitizing people to lifelong learning, repeated retraining, and a broad education to improve re-adaptation. We must all recognize that endemic unemployment will be staying for some time, therefore we should plan for work sharing which includes shorter hours. It is now evident that high technology benefits a minority elite in our colleges, the majority must be made aware of the expanded need for service skills.

The packaging and marketing of all career education is a high priority for all of us and the search for new partnerships in responding to our communities' needs is paramount.

Your role as a trustee is critical in the innovative processes of developing new partnerships.

Trustees: Be Visible...Help Your College Grow

David Robinson, Trustee
North Harris County College
Houston, Texas

Community college trustees, by the very act of being a trustee, show that they are public spirited citizens and are involved, therefore, in at least one aspect of community affairs. But is being a trustee enough? I say "no!"

According to the *1983 Directory*, published by the American Association of Community and Junior Colleges, there were, as of October, 1982, 1,035 community colleges in the United States with an enrollment of 4,794,000. Obviously, community colleges are doing something right!

However, whether we are appointed or elected to our trusteeships it is important that we also be involved in other activities. Think of the opportunities we have, being involved in other activities, to "spread the word," so to speak, about our college! And what better vehicle for public relations for one's college than to be associated with other community groups, letting them know about the college you represent.

Most boards of trustees are composed of members with a wide variety of occupations giving the college, then, exposure in a wide segment of a community.

On our board, for example, we have two members involved in real estate development and investment. Another is the owner of a large insurance agency. Still another is a commercial photographer. Yet another is a president of a savings and loan association. A sixth member is a group vice-president for a manufacturing firm. And, finally, a seventh member is on the faculty of a senior college. All seven are involved in various professional organizations relative to their particular occupations and are active within these organizations. Membership and involvement in other groups is also evident with one board member and the college president being directors of the area Chamber of Commerce. Others are Rotarians, Lions, or are involved with a wide variety of other civic and fraternal groups. One board member is even an election judge for county-wide and state-wide elections as they are held!

Also, be active as a member! So many people, as members of various groups, allow others to take positions of leadership and, for a variety of reasons do not feel it necessary for them to participate in decision making. It is vital, as a part of a group, to be involved and take an active role! Your position as a college trustee shows you can do it since, surely, you are not a totally passive member of your board.

Let your associates in these organizations know that you are a trustee of your college. Tell them, at appropriate times, about your college and what it has to offer the community. Yes, your college, no doubt, has a professional who handles public information and relations and I am in no way saying to interfere with that person. But your public information person probably does his or her job in a more formal manner—news releases, contacting community groups, and the like—whereas you have the opportunity of person-to-person contact.

Does your college offer degree oriented courses and programs that are equal to

the lower division offerings of four-year colleges and that can be transferred to a senior college? Pass the word along!

Does your college offer programs that can lead to a career upon completion of the two-year curriculum, programs of a more technical nature, perhaps? Tell your friends and associates!

Does your college offer non-credit continuing educaion courses for those who simply want to follow personal interests or help themselves in their current job? Don't hesitate, let your acquaintances know!

Does your college offer remedial work for those who need extra background before starting their formal college studies? Advise your friends of this availability at your college!

Does your college offer community services, facilities for use by those who reside in your community? Be sure that people you deal with know of these services and facilities!

Does your college offer counseling services for students already enrolled or those planning on enrolling in your college? Be sure that this area of service your college provides is known by others!

And be sure to stress the quality education that your community college offers. It is unfortunate, but many people think that four-year colleges offer a higher quality of education than does a two-year institution. Not so! A community college provides high quality teaching by regular and adjunct faculty members, hired, primarily, because they are good teachers. One rarely finds at community colleges, "Teaching Fellows" or "Teaching Assistants" teaching freshman or sophomore courses. These graduate students are usually assigned freshman or sophomore classes at four-year colleges as an adjunct to their own graduate degrees rather than as their primary responsibility. Community college teachers are there for first class teaching!

Trustees, don't be shy! Don't be hesitant! Be visible! Help your college grow!

We are part of a growing movement in American education. We, as trustees, can do much to see that it continues to grow!

The Barstow College Story

J.W. Edwin Spear, Superintendent/President
Barstow College
Barstow, California

Editor's note: This article first appeared as a supplement to the "Forum" of the California Community College Trustees, April, 1983.

This is a modern history of the California community college system. Only the pace has been changed to protect the innocent. What Barstow College accomplished in less than a month has taken most of the colleges several years to accomplish. The financial crisis which nearly overwhelmed Barstow College is now upon us all, however.

"In the beginning..."

To delve too deeply into the matter of causation, while a fascinating topic for philosophers, is really immaterial to the matter at hand, for, by whatever means, all of the districts face a similar fate and the underlying causes are the same. At Barstow College the gradual reduction in "real" dollars due to reductions in the tax base over a period of years was complicated by three local idiosyncrasies which only caused the crisis to come upon us abruptly and apparently for no assignable cause.

The business manager had been with the college from the early years when ADA was less than 300 and budgets were small. In addition, local property taxes increased in our district more than anticipated every year. This person was respected, trusted, and unfortunately, unquestioned by all. Thus, the real problems, all in his area, did not surface until he retired mid-year 1980-81. It later became obvious that all three of the problems in combination were leading to catastrophy.

When the new Dean of Administrative Services took office, the Superintendent/President, having previously developed some suspicions that all was not going well financially, directed the Dean to ascertain the exact financial condition of the District. He uncovered the problems: operating on reserves which proved to be grossly overstated, the District had not attempted to compensate for the reductions necessitated by Proposition 13; archaic bookkeeping methods and accounting systems made it impossible to account for program costs or to state the exact financial position of the District at any point in time; and the purchase of new data processing equipment in 1978 which did *not* have software usable by our system had reduced bookkeeping to a "hands-on" operation. These were the factors which added crisis proportions to the decay of the funding base.

Disaster

Prior to the long Lincoln-Washington holiday, the new Dean of Administrative Services told me that he had already discovered two things: (1) our reserves didn't exist, and (2) we were short $160,000. He worked over the holiday, and when Tuesday arrived he told me the deficit was at least $450,000. By Friday of that week it was $640,000, and when the final calculations were made, the following week, we needed $773,000 to survive the 1980-81 school year. This, at the end of February! Thus, rather than starting the year with a $300,000 reserve, we were actually *over-spent* by $190,000 on July 1, 1980! Then the problem was compounded

by the under-budgeting or losses in several categories. For a large district that may not seem like a problem of great magnitude, but with a total budget of $3.5 million, it was a near catastrophe for Barstow College.

Strategic Considerations

When Proposition 13 passed, the Superintendent/President had directed the deans to develop some "doomsday" budgets. They were to assume a 10% decline in funding, a 20%, and a 30%. These various budgets were revised annually. At least we were prepared and immediately put "Operation Survival 2A" into operation.

Operation Bootstrap

And here is what we did:

Program Reductions

1. Eliminated physical education as a graduation requirement.
2. Eliminated intercollegiate athletics.
3. Eliminated drama.
4. Eliminated field trips.
5. Eliminated vocational nursing program.
6. Reduced counseling staff by two-thirds.

Personnel

1. Eliminated 28 full-time classified positions, and all part-time positions effective April 1, 1980—40%.
2. Eliminated all District Work Study Students.
3. Eliminated 36% of the administration.
4. Eliminated 16% of the certificated staff.
5. Reduced salaries of *all* certificated staff, including the Superintendent/President, by 12%.
6. Reduced hours of cafeteria workers to 5/8th or 3/4ths, respectively.
7. Transferred salary of Financial Aid Officer to EOPS and ASB.
8. Transferred salary of Records Clerk-Financial, to EOPS and ASB.
9. Transferred salaries of Bookstore Manager and Cafeteria Manager to ASB.
10. Transferred the cost of the balance of intercollegiate athletics, for 1980-81, to campus clubs.
11. Requested all full-time instructional staff to take one extra class in the spring quarter, one in the summer session, and one during the 1981-82 school year without compensation.
12. Required all administrative staff to "volunteer" to teach a summer school class.

Operations

1. Reduced power consumption by 51%.
2. Eliminated college newspaper.
3. Eliminated paid graduation speaker.
4. Eliminated all overtime.
5. Eliminated all travel except for Operation Bootstrap.
6. Eliminated collective bargaining consultant.
7. Severely reduced telephone usage and the number of telephones. We now have one outside line.
8. Eliminated purchase of all books, supplies, equipment, except for emergency usage.
9. Published a catalog supplement instead of a new catalog for 1981-82.
10. Reduced maintenance agreements to a bare minimum.
11. Replaced reproduction equipment with a smaller model and trained all staff to use it.

Policy

This should be labeled policy *and* contracts, for we swiftly created several policies to facilitate retirement or partial retirement—it worked. We developed a reduced load policy, an early retirement policy, and an

emeritus policy. Given certain requirements of seniority and age, any certified staff member may retire and be granted emeritus status. We then negotiate a guaranteed 20% salary for a 25% load per year. These contracts may be reviewed, revised, or refused every year, at the District's option.

Simultaneously, we entered into negotiations with both units to reduce salary rather than staff. The classified opted out after a couple of meetings, but negotiations with the certificated staff ultimately saved all but two of their peers slated for RIF. To accomplish that they took a 12% salary reduction. The remnant of the administration and Superintendent/President also volunteered to take the 12% cut to make up the balance of the necessary amount.

Other

1. Put 70 acres of surplus college land on the market—it didn't sell.
2. Negotiated an emergency loan with the County Superintendent of Schools.
3. Began the process of an emergency apportionment loan.

War on the Mojave

Needless to say, things looked grim! And that is the understatement of the year. We have two collective bargaining units, and most of what we accomplished had to be negotiated. The facts being as they were, while the staff was understandably insecure and angry, they did recognize that cooperation was essential to survival. The major disagreements were concerning the method of survival.

The certificated staff negotiated the unpaid overtime and the 12% reduction, and the classified staff volunteered to work out of classification and to put in unpaid overtime. But, before we achieved these happy results, we had to survive the darkest days of Barstow College. War was declared by the staff! We had letters to the editor, from our own staff, paid ads condemning the administration and the Board of Trustees, cartoons in the editorials, and endless inflamatory speeches at Board meetings. In addition, the staff went around the bargaining table and negotiated directly with the Board. Every critical vote was three to two, and not always the same three or two. The Superintendent/President's resignation was requested at a public Board meeting by one of the Trustees.

The Eye of the Hurricane

By May we had secured a loan from the County, and our ADA was up by 12%. We borrowed from our 1981-82 apportionment to retire the County loan—saved the interest, you know. Summer school was the best in years, and things started looking up. We had reduced our deficit to slightly over $500,000 by July, and the Superintendent/President began his many trips to the Capitol to work on our apportionment loan. It now seems as though he took up residence there. Both of our legislators, Senator Walter Stiern and Assemblyman Phil Wyman, as well as the Chancellor, were behind us 100%.

By fall quarter a strange and unexpected tranquility prevailed on the Mojave. The staff was most cooperative. The CSEA withdrew their "unfair," the BCFA agreed to a four-year contract, which simply continued the status quo. Neither asked for a raise nor threatened to strike. The local newspapers began to concentrate on our accomplishments rather than our failings. The classified management and confidential staff worked untold hours overtime to get the job done. The instructional staff refurbished their image and improved instruction far more than any administrative fiat could have. A Board election returned four new members, two of them Barstow College alumni, whose only interest is recreating one of the finest small colleges in California, and the Superintendent/President continued the odyssey of the many long drives to

Sacramento—couldn't afford to fly!

Survival!

We survived, and, we will continue to survive in spite of what seems now to be minor irritations such as AB-1626, the growing State deficit, course reclassification, etc., etc. At present, we are probably among the best qualified of the community colleges to survive the approaching financial crisis. In fact, we emerged stronger for our ordeal, which is natural.

We secured an emergency apportionment loan for three years, at 11.75% interest, from monies already appropriated to the Chancellor's Office, and managed to repay it almost before the ink was dry on the contract. Our 1982-83 budget balances with a significant ending balance, and the money is real!

Turning the Corner

Now, how did Barstow College reverse a $778,000 deficit during the 1981-82 school year?

To begin with, due to reductions across the board, we reduced our deficit to a little over $500,000 between March and July of 1981, and the balance is the result of some fortunate analyses of pending legislative actions and some positive budget control.

When the Dean of Administrative Services and the Superintendent/President established the parameters for the 1981-82 budget, long before AB-1626 passed and before we had solid ADA figures, we based our thinking on three philosophical assumptions: (1) If it ain't real, don't believe it; (2) if it hasn't happened, don't count on it; and, (3) if its threatening, put it in the budget! Thus, we assumed the ADA loss as a result of cancelling programs would be an absolute decline. Moreover, we did not then know that the ADA for spring 1981 would be considerably better than either fall or winter. So, we arrived at a figure of 960 ADA. We had 1,048. Thus, there was an upward readjustment in 1981-82. In addition, we did not include either a growth factor, an inflation factor, or the small district formula. We got all three. We also made the same assumption with EOPS, VEA, etc., so these too yielded more than budgeted. In addition, we applied for and received funds for collective bargaining (State mandated costs). Our County money, local taxes, tuition and fees, were looked at and budgeted in a very pessimistic way. They, too, yielded more than the budget anticipated. Quite unexpected was the interest the County paid us on the money we borrowed from them. Interesting! At the time we budgeted it, the contracts with Ft. Irwin were still being negotiated, and we assumed that CETA was dead, so we got more there, too. Thus, our income increased by $275,233, or 8.26%.

On the expenditures side, one instructor on sick leave was scheduled to return, he didn't, and another instructor also retired. On the other hand, we included, in a contingency reserve, the 12% salary reserve; thus we spent less than actually budgeted. Retirements, resignations, and extended illnesses also reduced our expenditure for classified salaries. By getting into a larger group and lowering our rate, health and welfare also went down. We were very frugal in spending for books and supplies, and we reduced our energy costs dramatically, so these two categories had surpluses. We saved a little on student aides and we didn't spend all of our reserve. The only category that was overspent was capital outlay. That was the result of a power outage and a necessary boiler repair, as well as the purchase of leased equipment. As a result, we reduced our expenditures by $434,849, or 13.46%, which was not anticipated when the budget was prepared.

And, as frosting on the cake, we had put aside $100,000 to repay the State loan. Thus, our negative beginning balance was lower than anticipated, our income was more

than budgeted, and our expenses less. In addition, part of the money now on hand to improve our operation is from an anticipated ending balance from this year's budget, so we did *not* pull from the budget over $1,000,000 in a single year.

1) INCOME (1981-82) INCREASED $275,233, OR 8.26% OVER BUDGET

Income

Apportionment (prior year)	$74,906
EOPS	15,074
State Mandated Costs	32,693
County	6,776
Local Taxes	28,215
Interest	23,074
Tuition	9,059
Fees	22,276
Ft. Irwin & CETA	11,756
Other Local	11,808
VEA (estimate)	17,706
Other State Apportionment	21,890
	$275,233

2) EXPENDITURES (1981-82) DECREASED $434,849, OR 13.46% LESS THAN BUDGET

Expenditures

Certificated (with 12%)	($42,656)
Classified	(23,287)
Health & Welfare	(22,152)
Books, Supplies	(98,332)
Other	(186,835)
Capital Outlay	30,102
Student Aid	(5,449)
Unspent Reserve	(86,240)
	($434,849)

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3) INCREASE IN FUND BALANCE	$710,082
Plus Beginning Balance	(480,199)
Sub Total	229,883
Actual & Planned Contribution 7/1/82	100,000
Ending Balance	$329,883

Reconstruction

Spring, 1982, was sweet on the Mojave. The gale-force winds sweeping down from the slopes of Big Bear carrying their burden of stinging sand were not as fierce that year. The mellow sights and sounds of spring filled the pure air of the high desert. Sometime in early April the Dean of Administrative Services confided in me that he was growing increasingly optimistic about the expected state of our ending balance. That was a new role for him. The Dean's calculations indicated that the district might not need the entire $500,000 emergency apportionment, or any of it. However, he requested that the information be kept confidential until the audit scheduled for July. It was.

By mid-summer, when our funding was known, we realized that the reconstruction of Barstow College was ready to begin, in fact, had begun. Retirements, judicious recalls, and educational contracts with Ft. Irwin gradually depleted the lists of laid-off classified staff. The Board of Trustees reinstated physical education as a requirement. Field trips were scheduled for fall, and in-service training was planned for the school year. The 12% salary reduction had been restored to the certificated staff and we began serious discussions of a staff raise to repair the ravages of two years of inflation. And, in August, the Board of Trustees directed the Superintendent/President to repay the State emergency apportionment of $500,000 forthwith—he did.

The Board of Trustees and the staff worked together on goals and objectives to rebuild Barstow College. The September agenda was full, and excitement and even a mild euphoria filled the Board Room. During the course of the meeting, the Board increased the salaries of the entire staff by 11%, retroactively to July 1, 1982. They reinstated the vocational nursing program, effective 1983; reinstated intercollegiate tennis, effective winter quarter 1982; increased the counseling service to the limit of the 50% law; and, added a part-time VEA counselor.

To improve service to our students, the Board added a remote data processing unit in student services; reinstated the tutorial fund; elected to furnish the student center; and, increased the hours of the cafeteria to cover all of our students.

To refurbish our badly run-down plant, the Board bought a new tractor; set money aside to rebuild our used-up fleet of vehicles; and put money in the budget for more maintenance personnel.

They also set aside money to re-establish the division chair structure and directed that other intercollegiate sports be studied to be acted on at a later date.

Epilogue

This apparent wild abandon is really not what it seems on the surface. Before spending a dime, the Dean of Administrative Services set aside 5% of the budget to give back to the State in January as a contingency reserve; and, 7% for a potential VA

law suit. Thus, our budget is sound. We can now absorb a budget reduction considerably larger than we are likely to receive, and can even plan intelligently for 1983-84 with some confidence that our plans will reach fruition.

Pedagogy

The lessons we learned were as many as grains of sand on the desert and each of you who reads this will derive your own insights from it, but one thing is clear: This college, or very likely any other, can survive on considerably less income than it receives if it has the will to do so. We could all operate a little closer to that which is essential as opposed to that which is merely desirable.

Private Foundations—Myth or Reality?

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In my many years as a foundation executive I have literally talked to hundreds of college trustees, presidents and development officers and surprisingly enough, many did not fully understand the nuances of private giving. Therefore, I will try to remove the mystique of private foundations so that you will have a good idea of the obstacles a community college foundation will be facing.

To begin, a short history may be in order. Private foundations are intermediaries between the donors of charitable assets and the ultimate beneficiaries. Prior to the Tax Reform Act of 1969 there were relatively no sanctions against foundations who failed to pay to charity what it rightfully deserved. Generally speaking the business moguls of the early twentieth century set up foundations and contributed low base stock and received a substantial tax deduction for the appreciation on the assets contributed. It was common to contribute stocks of family-controlled corporations which paid no dividends. The foundation, although large in assets, had small staffs who were also company or family employees and friends as trustees. In some cases administrative expenses were as high as 55% of gross revenues. Also, income was accumulated and treated as corpus. These factors compounded by holding unproductive assets and using the foundation umbrella for tax shelters caused great concern in Congress. There were four major Congressional investigations which I think will be of some interest.

Walsh Investigation—1915 · Triggered by the Ludlow Massacre at the Colorado Fuel & Iron Company, a Rockefeller Corporation. The charge—foundations were exerting power in conservative and reactionary directions—no Congressional action followed.

Cox Investigation—1952 · The charge was not conservatism but communism or subversive activities which weakened or discredited the capitalistic system.—No Congressional action resulted but substantial information on foundation practices was accumulated.

Reece Report—1953-54 · A continuation of the Cox Investigation based on the thesis that great changes occurred in America in the direction of socialism and collectivism. The charges were aided through a diabolical conspiracy of foundations and educational research organizations.—sessions were ended suddenly and no action taken.

Patman Investigation—1962 · The investigation studied the impact of private foundations on the economy. It led to the passage of the 1969 Tax Reform Act and brought zero growth to private foundations.

I will discuss later the impact private foundations had on charitable endeavors but I think you can logically ask the question: "Are foundations created for business advantage or public benefit?" Although the civil rights movement in 1965, in addition to the Reform Act of 1969, brought about many reforms, the underlying principle of donor interest still prevails. I believe you have to be cognizant of the billions given to

charity and the number of existing private foundations: the bottom line, however, is it will be tough sledding unless you do your homework well.

I made reference to four Congressional investigations but I submit that no one has initiated an investigation on the objectivity of grants distribution. The point is that you will not walk up to the cash register and get your share of the receipts unless you slowly cultivate your prospective donor. The major point is if you don't exercise patience you will not succeed, unless you have established a solid position.

This is why your foundation board of directors is critical. You have to build a power base which can turn the wheels in the long-run. I know you can modestly succeed in the short-run but if you are seeking success in perpetuity you have to build a track record on performance and constantly maintain high visibility and a good image. You have to do what other people have failed to do, or do better what others have tried to do. Remember the foundation door closes quickly.

Where are we today in light of the past? In the old days we didn't have a Council on Foundations, a Foundation Library Center or a *Foundation Directory*. As a matter of fact, the majority of the foundations failed to publish an annual report. Today an abstract must be available to the public within the time period prescribed by law.

The Council on Foundations in the early seventies conducted a survey which, in the main, revealed that foundation staffs were small and most were generalist. They came by their positions because they were in the family or corporate employ. With the advent of the civil rights movement, we saw the effects of the Black Caucus which led to more minority participation, including women, in foundation life. More professional people are being hired and today we see a broader range of talent and the major national private corporate foundations are rearranging their proprities and policies: their operations are available for private scrutiny.

However, most foundations still bear their founder's name and pursue the donors' interest. An example is the article which appeared in *Vogue*, 1982, about the Vincent Astor Foundation—"from the beginning Brooke set certain guidelines for herself and her trustees to follow. Since the original Astor fortune had been made in New York City and since five generations of Astors had contributed to the life of the city, the Foundation would spend its money entirely within the five boroughs. Moreover, the Foundation would offer no grants to individuals (such grants require a very large staff to carry out successfully and Brooke wanted to keep hers as small as possible.)" This is typically how foundation policy is set and why research is necessary before expending time and money on seeking funds for a worthy project.

I believe the foregoing will show why your research is so important. If you discover a foundation supports anti-smoking projects don't walk in puffing on a cigar.

Enough about foundation history, let's look at how they give and to whom they give. It is not my intent to list statistics, they are readily available in the *Foundation Directory*, but there are patterns of giving which change through time. Going back historically, you will find that grants were made to institutions and for purposes directly related to the major donors' interest. Endowments, unrestricted funds and brick and mortar projects, i.e., new hospital wings, new college science halls, libraries, art galleries, etc., traditional conservative institutionalized causes.

As I mentioned previously a dramatic socio-economic change took place prior to the passage of the 1969 Tax Reform Act—namely; the Civil Rights Act of 1965.

As a result of social consciousness, massive budget appropriations for social welfare purposes were approved by the Congress. Traditional institutions were deemed irrelevant and unresponsive to the need of the masses. Consequently, a proliferation of tax-exempt organizations appeared on the scene to deal with almost every conceivable social problem. Pressures upon foundations forced them to redirect charitable funds to these organizations for programs. Because of demand compounded by inflation, larger grants were approved and correspondingly less was given for endowments and brick and mortar.

As time passed, federal cutbacks created more pressures upon foundations and they simply could not handle the shortfall of dollars. Many of the public charities were poorly managed and the least cost effective simply faded away. From the foundation prospective there was disenchantment with the evaluation of performances of non-traditional agencies and their policy of project grants continued, but was directed back to established institutions. Today this policy stands with brick and mortar projects slowly coming back into favor but project grants are still predominant.

You may be asking the question, "What does history have to do with community college foundations?" Simply this—and the question has been asked, "Can we approach 'X' foundation for an unrestricted grant of $100,000.00?" The answer is "No." The foundation cannot, in principle, write blank checks. They want to know up front what the money is for and they want reports to see if you accomplish the project mission. This is why your research is so important. You're navigating very narrow channels. Competition is keen for dollars. Human service agencies are struggling for survival. The number of dollars you're competing for are few. When you read an annual report, a foundation may appropriate $1-million but (again remembering what I said earlier) of the $1-million you may be looking at 20% for non-favored charities which makes your task formidable. The project you are trying to fund will have limited appeal simply by foundation interest and policy, also, as a community college, you may be excluded from many foundations' giving policies. Many specify private educational institutions only. I could go on and on—and you will probably say, "Wow—is it worth the effort in time and money?"

However, there is good news! Community colleges have enormous challenges and opportunities before them. Because of economic circumstances the cost of private higher education is out of reach of Middle America and won't become cheaper. You do, or can, provide to the community, quality education at affordable dollars. Corporations can no longer afford the cost (salary, pension, unemployment taxes, FICA taxes) to place MBA's and Ph.D.'s in routine jobs, the cost crunch has been a sobering experience. The new buzz word is "high-tech" legislation and programs. Continuing education for specialized courses will be an alternative to traditional patterns of obtaining one's education. Your students will be older, motivated, and searching for quality education at the best price because of strained personal budgets. Corporations and foundations will be responding to the change. The opportunity to work as partners is emerging. How do we get our foot in the door?

In my view, you have to work both internally and externally.

Let's look briefly at the internal aspects of the foundation. Community colleges have a defined three-part mission and rely upon public support to carry out their goals and objectives. This is constant; however, because of the changes and challenges previously mentioned, there will be experimentation with new programs to meet changing constituency, i.e., honors programs and the

like. Retraining for new job opportunities in a time of labor dislocation and high unemployment will strain budgets. But community colleges are the best institutional vehicles to deal with it, not as educational endeavors, but rather, providing solutions to immediate social problems. The same can be said of the handicapped—i.e., providing transitional living programs compatible with sheltered workshop programs, providing continuity for daily living for the mentally retarded, and counseling the physically handicapped.

From the standpoint of approaching the private foundation community I would suggest that we, as traditional, responsive and responsible institutions, need private money to satisfy social needs while using public funds to fulfill the mandated educational needs of public sponsors. To do this effectively, the college will have to look at priorities from the private sectors' point of view. They will have to develop a separate set of goals and objectives which can only be attained through support from the private sector. Colleges will have to dismiss in their minds the notion that support from tax dollars are in lieu of, or the same as, charitable dollars. A convincing case statement has to be prepared. Organizationally, a clearing house for projects has to be instituted to be sure that proposals are consistent with the priorities adopted by the trustees. Guidelines should be clear as to what projects will be accepted for funding and a mechanism established for rejecting those which are not appropriate.

Success in the private sector cannot occur unless internally there is a commitment and recognition of need by the trustees and the president. Both will have to give generously of their time in order to meet and present the story to corporate chief executive officers and foundation trustees and executives. Certainly there should be a prohibition against faculty or deans individually seeking funds. If they circumvent the system, you may be barred from consideration of a proposal vital to carrying out the college's mission. The president and director of development will need the cooperation of the college supportive forces and, in particular, the public relations department which is charged with promoting goodwill through the presentation of attractive brochures, slide presentations, and activity reports. To succeed you need commitment, interest and enthusiastic support from all levels.

Now let's take a look into the grant-making practices of corporate and private foundations. In an arms length approach, you will probably talk to the executive director or program officer. Remember, you will probably be dealing with a small staff and generalist. He or she will be very busy preparing for the next trustee meeting, making site visits, screening applicants, answering the telephone, and attending luncheons and cocktail receptions hosted by other prospective grantees. To make his or her life easier it is always good practice to summarize briefly on not more than two pages the history and experiences of the college in serving its constituency. Then follows: a recap of the project, the need and impact upon the community, the qualifications of those charged with implementing the project, the evaluation component, the timetable and justification for private funding and assurance of institutionalization if the need is ongoing. Be sure to append to the proposal the IRS determination letter, the current audit report or Federal Form 990, a total project budget, a list of names and affiliations of the board of directors. When all the material has been assembled and placed in an attractive folder, forward it along with a covering letter requesting an appointment within a two-week period. This will accomplish two main objectives; one, if it clearly does not fall within the funding policy of the foundation, the foundation person will have the opportunity to write and tell you, saving your time and effort. If it falls within the area of consideration, the program officer will

have an opportunity to review the material so he or she can talk intelligently and solicit additional information they might need in order to process the request. Human judgement is the key. You will be judged on what you present and how you present it. Be clear, concise, avoid jargon and historical philosophy. Put yourself in the program officer's chair and see if the proposal pique's your interest.

The rule of thumb in grant-making is that one out of 10 projects get funded. This is what I experienced as a foundation administrator. Annually we would receive approximately 600 requests and trustees approved 60. Another reason for doing your homework well is that a program officer or foundation executive has the power to reject but not to approve. Of necessity, he or she must make hard choices. This is why it is wise to cultivate his or her friendship in advance of submitting a proposal. The more he or she knows about your institution, the better your chance for success. You have to determine his or her perceptions and image. If they are negative, attempt to change them. This can be done most effectively by a trustee and/or the college president. Foundations like to hear the story from the top. This is why when a fund raising effort is launched, a luncheon or reception is sponsored so that the president and select trustees can make one presentation instead of many. It is costly—but a great time-saver. The director of development can then do the follow-up work and protocol is not violated.

Foundation boards generally meet quarterly, semi-annually or annually. If your proposal is going to be considered for board action at the earliest—it will be placed on the agenda for the meeting following the current one. This means you are looking at a four to six-month time frame and it may be longer. For this reason, your needs must be anticipated in advance. Don't get discouraged if you're rejected—remember a lot of hopeful grantees will be in the same situation.

If this should happen, don't feel angry or rejected. Wait a short period of time, put on a happy face, and call upon the foundation with the purpose of discussing future consideration of another project and what you can do to enhance your chances for success. In my foundation experiences I have talked with development officers over a two-year period of time with no positive results and it troubled me that I couldn't help provide some measure of success. If you're persistent, eventually the situation will change and a project will get funded.

To further guarantee success for your foundation, examine the image of the community college as perceived by chief executive officers, foundation trustees, civic leaders and neighboring college and university chancellors. If the image is negative, then the first order of business is to conduct a campaign to educate and inform those persons who will ultimately influence the decision as to whether or not you get funded. Danella Schiffer, in her article "A New Look At Collaboration," (Trustee Quarterly, Spring 1983), points out that in 1979 corporate aid to higher education totaled $556-million, with $553-million going to four-year institutions, leaving a mere $3-million for two-year institutions. Two-year institutions received about one-half of one percent of all corporate contributions to higher education despite the fact that 30 percent of all college students are registered at community colleges. Further, while corporate giving has been steadily increasing in absolute dollars, corporate giving to community colleges has remained relatively flat. Many private foundations are more direct—we are excluded by policy from participating in their charitable giving. Boy—do we have a problem!

Let's examine briefly what foundations have to distribute and how they give. In the old days the law prescribed giving the higher of income or minimum investment return of 5 percent. In 1981 it was changed to 5 percent

of asset value computed on a moving average. You can see immediately that this can produce wide fluctuations in distributable amounts. Fewer dollars are available to accommodate fewer grants reflecting project costs increased by inflation. Costs have outpaced income in percentage and real dollars. To further compound the problem, government cutbacks have caused a surge in grant requests. Remember, a myriad of charities running the spectrum of charitable activities are now competing for the same dollars you are seeking.

Remember, you are not competing for 100 percent of the annual amounts distributed, but only a small slice. I use the term *most favored charities* which have a preferred spot on the agenda. This is because of longstanding donor interest or foundation trustees who are active or tacitly involved with a particular charity. Next are *charitable obligations*. This is why a trustee power base is important. Although it is unwritten, when a fund-raising effort for whatever purpose is launched for charity "A", the trustees of charity "A" contact foundation trustees and are generally successful in getting a substantial grant commitment. The foundation trustee, in many cases, is also a trustee of say, charity "B". At some point in time, charity "B" will have a fund drive and the chits are exercised. Next, you have the select local charities which give good visibility and ones which the private foundations community generally support on an annual basis such as the United Way of America-I call these *motherhood grants*. Now you're down to the residue and if you are not in the above categories you're in competition with many others for the remaining dollars. You can see why fund-raising is tough business and why patience must be exercised.

In conclusion, let me summarize. Historically, foundations were unregulated until 1969; their track record indicates that many were less than objective in their charitable pursuits. However, because of social changes and tax revisions, positive changes are slowly coming about. Secondly, the purposes for which grants are made change in time and, for example, endowment and unrestricted grants are a poor choice unless you are the the *most favored charity status*. Go with specific project requests where the probability of success is the greatest. Internally develop a solid organization with a mechanism to generate fundable projects and set priorities which justify private support and ones which will give visibility to a foundation. To enjoy success there has to be commitment and interest. When contacting a foundation, remember human judgement is the key and first impressions are important; be respectful of the program officer's time, provide a short project summary with the salient points so it can be condensed for the trustees' agenda. Recognize the competition for limited funds since you will only have one opportunity to do your research well before venturing into a foundation office.

Lastly, do not use expediency as a formula for success. It takes time and patience to produce long-run results on a consistent basis. Examine your image and develop a good public relations effort to form positive relationships before embarking on a major campaign. Grants will generate slowly but don't be discouraged. Good Luck!

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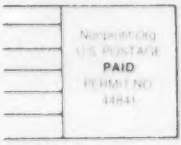

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